

LAND USE ELEMENT ADVANCE PLANNING PROGRAM

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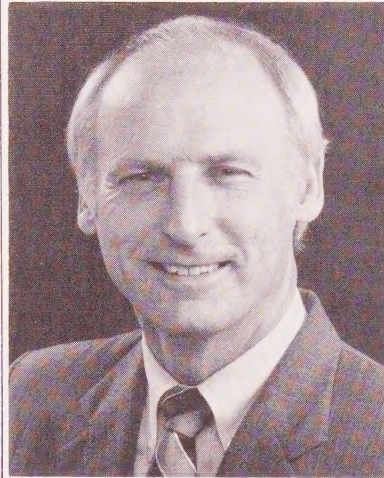
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COMPONENT II
ADVANCE PLANNING PROGRAM
LAND USE ELEMENT

COUNTY OF ORANGE
ENVIRONMENTAL MANAGEMENT AGENCY
ADVANCE PLANNING DIVISION

June 9, 1982

(GENERAL PLAN MODERNIZATION)

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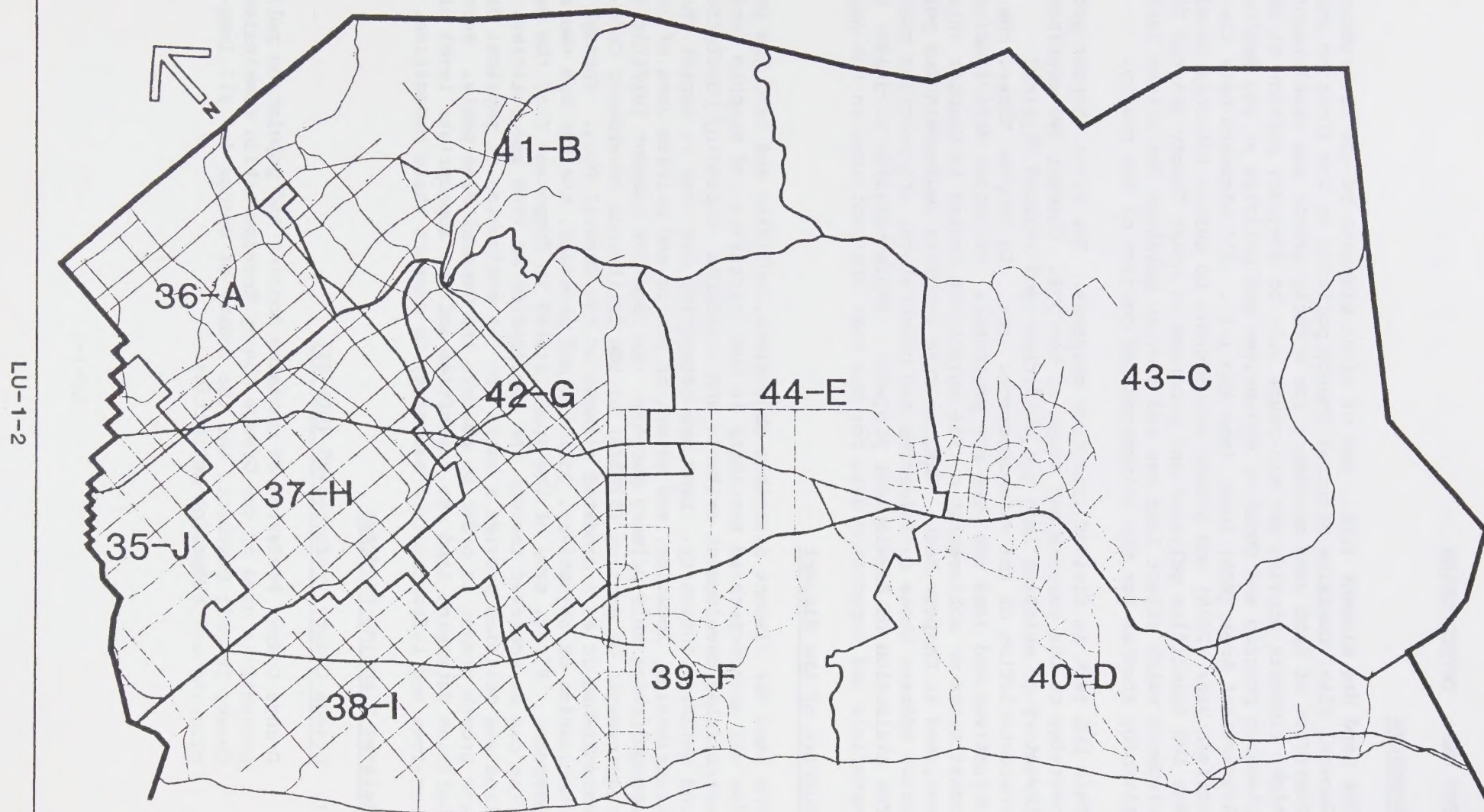
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Orange County Regional Statistical Areas

Regional Statistical Areas (RSAs) are the geographic units used for the development of these policy projections. These projections are disaggregated to Community Analysis Areas (CAAs) for the purpose of performing Development Monitoring Program (DMP) and Areawide Fiscal Impact System (AFIS) analyses. DMP and AFIS analyses are conducted by the County Administrative Office in order to determine the impact of existing and projected development on infrastructure facilities and fiscal resources. The CAA projections are then disaggregated by EMA to transportation analysis zones (TAZs) for use in transportation planning.

OCP-85 is the County's official input to the SCAG Regional Growth Forecast Policy, which is implemented through SCAG's regional planning activities, project review, and coordination with city, county, state and federal governments. The adopted growth forecast is utilized in the development of the 208 Water Quality Plan, the Air Quality Management Program, and the Regional Transportation Plan which are mandated by federal and state law. Therefore, land use planning efforts by the County are significantly influenced by OCP-85 projections.

2. State Planning Programs

While many state agency plans and decisions may impact Orange County planning activities, the California Coastal Commission and State Department of Transportation (CalTrans) wield special influence upon land use planning programs.

The California Coastal Commission enforces the State Coastal Act in Orange County's coastal zone. The Coastal Commission regulates proposed developments and coordinates preparation of local coastal programs for land within the coastal zone in order to achieve the resource protection goals of the Coastal Act. CalTrans is the state agency responsible for planning and programming state highway projects; consequently, its decisions influence both growth trends and land use patterns in Orange County. County land use programs are coordinated with these state planning efforts.

D. Relationship to Other Elements

A major goal of the Land Use Element is to achieve internal consistency among all elements of the General Plan as required by state law. Although the Land Use Element provides the basis for land use decisions, it does not replace or supersede any of the other General Plan elements. Instead, the LUE complements the other elements by incorporating and implementing their land use concerns and recommendations.

The LUE supports the Resources Element's open space and natural resource plans through the designation of an Open Space land use category. The Transportation, Recreation, Safety, and Housing elements are implemented by incorporating their land use recommendations into policies and programs. The LUE is also consistent with the Noise Element in that the land use plan reflects noise level concerns. Therefore, the LUE, at the time of its adoption, is the most current expression of County land use policy and is internally consistent with the other General Plan elements.

CHAPTER TWO: CURRENT CONDITIONS AND FUTURE DEMAND

A. Introduction

This chapter will identify current conditions and the manner in which future growth is expected to be influenced by the policies of the Land Use Element. The chapter is divided into two sections. The first presents a detailed inventory of current conditions and projected levels of population, housing and employment. The second section presents an analysis of infrastructure, fiscal resources and environmental resources for both current and projected future conditions.

B. Inventory of Current and Future Conditions

1. Data Sources

For the purposes of the LUE, 1980 was selected as the baseline for data collection and analysis. The prime advantage of using 1980 as the base year is the availability of Census data, which serve as benchmarks for population, housing, and income trends. In addition, the primary source of land use data -- the Orange County Land Cover Survey -- was compiled in 1980. This survey was conducted by the Environmental Systems Research Institute in cooperation with the County and Southern California Edison.

The horizon year of the County's General Plan is 2010. All projections and analyses of physical and socio-economic conditions in the county are keyed to this 30-year time frame. Table 2-1 on the following page contains a summary of population, housing and employment trends expected to occur during the study period. These projections are broken down by Regional Statistical Area (RSA). Chart 2-1 graphically illustrates the relationships between RSAs for these three variables.

The source of the demographic projections is the Orange County Preferred (OCP) forecast. The most recent iteration known as Orange County Preferred-1985 (OCP-85) was adopted by the Board of Supervisors on February 19, 1985. In addition to its use by County agencies, OCP-85 is the County's official input to the SCAG Regional Growth Forecast Policy. The OCP projections can be amended in the following ways: 1) concurrent with the processing of a project that is inconsistent with the projections; 2) through annual review as a part of the Development Monitoring Program; or 3) as part of the two-to three-year SCAG Regional Development Guide update process.

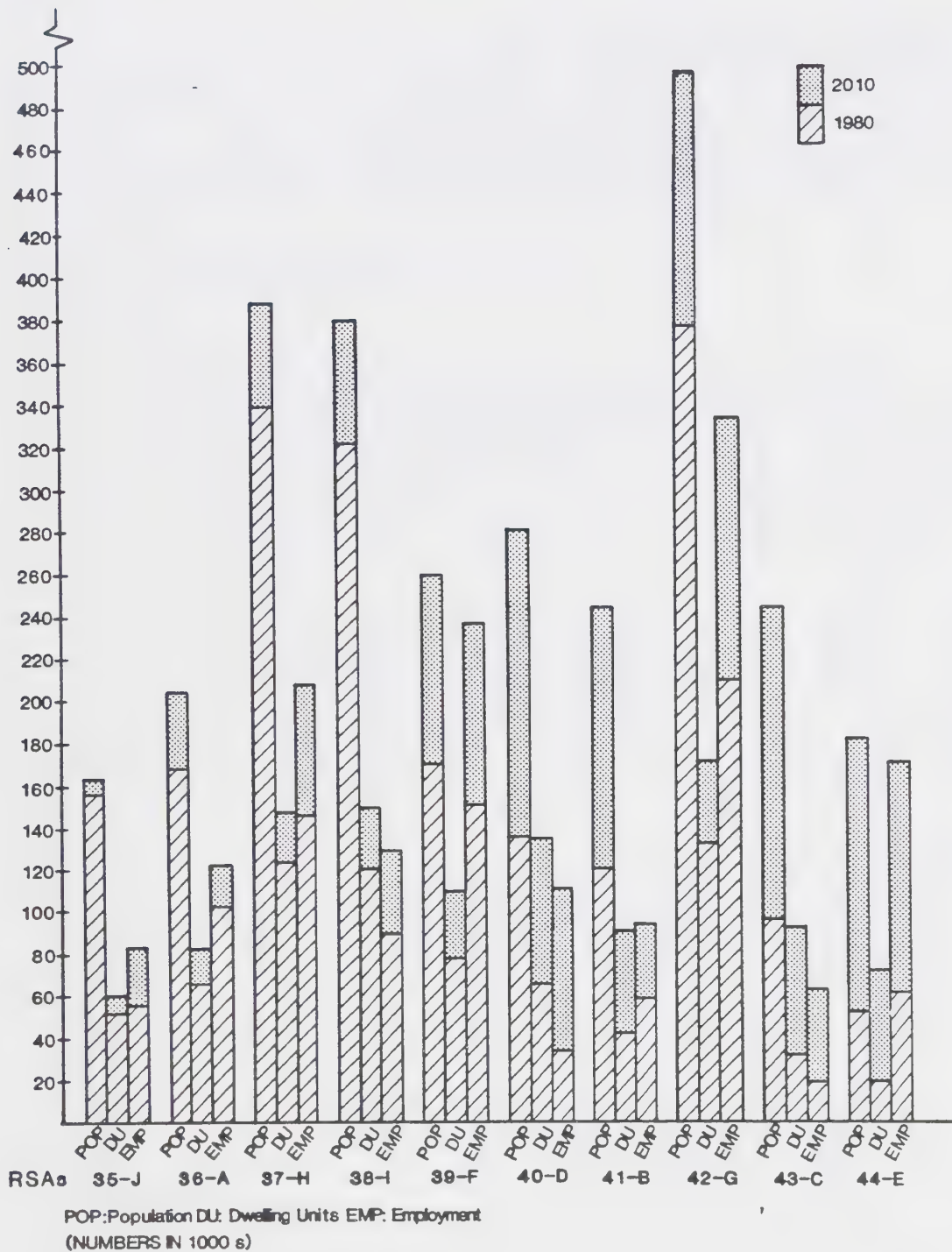
2. County Growth Trends

During the past 20 years the focal point of Orange County's growth has shifted gradually southward. In the 1950s and '60s the majority of new development occurred in the northern areas of the county such as Anaheim, Fullerton, Orange, Westminster and Fountain Valley. During the 1970s, as vacant land became more scarce in these northern areas, the center of growth shifted to the south with the rise of new communities like Irvine, Mission Viejo, and Laguna Niguel. For analytical purposes,

TABLE 2-1
ORANGE COUNTY DEMOGRAPHIC PROJECTIONS

RSA	POPULATION		HOUSING		EMPLOYMENT	
	<u>1980</u> ^{a/}	<u>2010</u> ^{b/}	<u>1980</u> ^{a/}	<u>2010</u> ^{b/}	<u>1980</u> ^{a/}	<u>2010</u> ^{b/}
35-J	156,248	165,400	52,454	59,800	55,200	86,400
36-A	168,782	202,300	64,578	80,900	100,600	125,600
37-H	338,682	389,200	124,875	145,700	146,000	212,000
38-I	321,137	378,900	119,038	150,900	90,300	133,500
39-F	170,644	257,400	74,920	112,500	146,800	237,200
40-D	134,696	279,800	66,072	134,600	32,600	109,900
41-B	116,686	245,900	39,276	86,200	54,900	94,200
42-G	377,316	488,800	130,103	167,400	211,600	336,100
43-C	95,954	242,300	32,885	93,500	17,400	62,800
44-E	52,564	181,100	17,313	69,200	60,000	172,800
COUNTY						
TOTAL	1,932,709	2,831,100	721,514	1,100,700	915,400	1,570,500

Sources: ^{a/} 1980 Census
^{b/} County of Orange: OCP-85 Projections



analytical purposes, North County is generally considered to be the area north and west of the Costa Mesa Freeway (State Highway 55) and contains RSAs 35-J, 36-A, 37-H, 38-I, 41-B, and 42-G. South County is represented by RSAs 39-F, 40-D, 43-C and 44-E.

Table 2-2 and Map 2-2 compare the projected population growth trends in the north and south portions of the county. During the 30-year study period, about 56 percent of the county's net population growth is projected to occur in the southern RSAs. Although the rate of growth in North County is declining, this area will still contain the majority of the county's population throughout the study period. In 1980, 77 percent of the county's 1,932,709 people lived in the North. By 2010, it is expected that this figure will fall to 66 percent.

The difference in growth between North and South becomes more apparent when the internal growth rates of the two areas are compared. Between 1980 and 2010, the population of the northern portion of the county is expected to increase by 391,649 or 26 percent. South County will add 506,742 persons during the same period; this represents an increase of 112 percent, however.

The projected increase in the county's housing stock reflects the population trend identified above (see Table 2-3 and Map 2-3). Due to a projected decline in average household size from 2.68 to 2.57 persons per dwelling unit countywide, the number of new units expected to be built between 1980 and 2010 represents a slightly higher percentage increase than that for the population itself. Consequently, while the county's population is projected to rise by 46 percent (898,391 persons) during the period, the housing stock is expected to increase by 52 percent (379,186 units) over the same interval.

The projected spatial distribution of new residential construction is skewed slightly toward South County. Fifty-eight percent of the projected 379,186 new units built in the county between 1980 and 2010 are expected to be located in the southern area. Although the north portion of the county is growing much less rapidly than the south on a percentage basis, by 2010 nearly two-thirds (63 percent) of all housing units will still be found in the northern RSA's.

County employment patterns are very similar to the population and housing distributions described above (see Table 2-4 and Map 2-4). As of 1980, 72 percent of the county's 915,400 jobs were located in North County. This is comparable to the population distribution identified in Table 2-2. By 2010, a moderate southward shift in the employment distribution is projected to occur. The magnitude of this shift is similar to the anticipated shift in population and housing. South County is projected to receive about 50 percent of the new jobs created between 1980 and 2010. Again, this figure is similar to the projected differential growth in population and housing. Overall, the county's employment base is projected to grow faster than population, with a 72 percent gain between 1980 and 2010. This compares to a projected population growth of 46 percent during the same period.

3. General Plan Land Use Categories

Table 2-5 summarizes the distribution of land use designations for unincorporated areas within each of the county's ten RSAs. The General Plan identifies nine broad categories of land use: Rural Residential, Suburban Residential, Urban Residential, Community Commercial, Regional Commercial, Employment, Public Facilities, Open Space and Urban Activity Centers. As Table 2-5 indicates, approximately two-thirds (64.5 percent) of the unincorporated territory in the county is designated Open Space. This represents approximately 164,500 acres, much of which is within Cleveland National Forest. Land currently designated Open Space also includes areas of special scenic, ecological, or cultural significance, greenbelts, agricultural lands, recreational facilities, and reserve areas. While some of these areas are intended to remain permanently in their current state, others are considered temporary classifications until they are ready for development.

Areas designated Suburban Residential represent about 25 percent of the county's unincorporated land, the largest category other than Open Space. Development within these areas is intended to include a wide variety of residential product types, ranging from low-density estates on one-half to two-acre lots, to higher-density dwellings such as patio homes, townhouses, condominiums and apartments at densities up to 18 units per acre. One of the primary purposes of this wide latitude within the Suburban Residential designation is to encourage flexibility and creativity in the development process, which will allow projects to be adapted to the special physical and economic conditions of particular sites. Suburban Residential areas are contained in all RSAs, although most are found in 40-D (South Coast), 41-B (Canyon), 42-G (Santa Ana) and 43-C (Trabuco).

The Rural Residential designation applies to about five percent of the county's unincorporated land, the vast majority of which is found in RSA 43-C (Trabuco). Due to environmental or other constraints, these areas are not suited to traditional urban development. Single-family homes on lots of at least two acres may be permitted, however, if special precautions are taken to ensure that the development will not adversely affect the area.

The Urban Residential category applies to infill parcels in areas such as Tustin, Midway City and Dana Point, as well as town center areas in newer communities such as Mission Viejo. This designation is intended to permit high-density (18+ units per acre) condominiums and apartments in appropriate locations. Most of the suitable locations for this type of development are found within the various cities, however, and only 910 acres (0.4 percent of the total unincorporated area) are designated Urban Residential.

The General Plan contains two categories of commercial land use. Community Commercial areas are intended to provide a wide range of facilities for retail trade and convenience goods, such as supermarkets, restaurants, movie theaters and banks. Just under one percent of the unincorporated area is designated Community Commercial, most of which is

TABLE 2-2

PROJECTED POPULATION GROWTH TRENDS
NORTH COUNTY vs. SOUTH COUNTY
1980 - 2010

	<u>North County^{a/}</u>			<u>South County^{b/}</u>			<u>County Total</u>		
	<u>1980</u>	<u>2010</u>	<u>Change</u>	<u>1980</u>	<u>2010</u>	<u>Change</u>	<u>1980</u>	<u>2010</u>	<u>Change</u>
Total Population	1,478,851	1,870,500	+26%	453,858	960,600	+112%	1,932,709	2,831,100	+46%
Pct. of Total Population	77%	66%	-11%	23%	34%	+11%	100%	100%	-
Growth	-	-	391,649	-	-	506,742	-	-	898,391
Pct. of Growth	-	-	44%	-	-	56%	-	-	100%
Average Household Size	2.79	2.71	- 0.08	2.37	2.34	-0.03	2.68	2.57	-0.11

Notes: a/ Includes RSAs 35-J, 36-A, 37-H, 38-I, 41-B and 42-G

b/ Includes RSAs 39-F, 40-D, 43-C and 44-E

Sources: 1980 Census
County of Orange: OCP-85 Projections
Orange County EMA/Advance Planning Division

SOURCE: Orange County
OCP-85

MAP
2-2

TABLE 2-3

PROJECTED HOUSING GROWTH TRENDS
NORTH COUNTY vs. SOUTH COUNTY
1980 - 2010

	<u>North County^{a/}</u>			<u>South County^{b/}</u>			<u>County Total</u>		
	<u>1980</u>	<u>2010</u>	<u>Change</u>	<u>1980</u>	<u>2010</u>	<u>Change</u>	<u>1980</u>	<u>2010</u>	<u>Change</u>
Total Units	530,324	690,900	+30%	191,190	409,800	+114%	721,514	1,100,700	+53%
Pct. of Total	74%	63%	-11%	26%	37%	+11%	100%	100%	-
Growth	-	-	160,576	-	-	218,610	-	-	379,186
Pct. of Growth	-	-	42%	-	-	58%	-	-	100%

Notes: ^{a/} Includes RSAs 35-J, 36-A, 37-H, 38-I, 41-B and 42-G
^{b/} Includes RSAs 39-F, 40-D, 43-C and 44-E

Sources: 1980 Census
County of Orange: OCP-85 Projections
Orange County EMA/Advance Planning Division



HOUSING UNITS By Regional Statistical Area

SOURCE: Orange County
OCP-85

MAP
2-3

TABLE 2-4

PROJECTED EMPLOYMENT GROWTH TRENDS
NORTH COUNTY vs. SOUTH COUNTY
1980 - 2010

	<u>North County^{a/}</u>			<u>South County^{b/}</u>			<u>County Total</u>		
	<u>1980</u>	<u>2010</u>	<u>Change</u>	<u>1980</u>	<u>2010</u>	<u>Change</u>	<u>1980</u>	<u>2010</u>	<u>Change</u>
Total Employment	658,600	987,800	+50%	256,800	582,700	+127%	915,400	1,570,500	+72%
Pct. of Total Employment	72%	63%	-9%	28%	37%	+9%	100%	100%	-
Growth	-	-	329,200	-	-	325,900	-	-	655,100
Pct. of Growth	-	-	50%	-	-	50%	-	-	100%

Notes: a/ Includes RSAs 35-J, 36-A, 37-H, 38-I, 41-B and 42-G

b/ Includes RSAs 39-F, 40-D, 43-C and 44-E

Sources: Orange County EMA/Advance Planning Division
County of Orange OCP-85

SOURCE: Orange County
OCP-85

MAP
2-4

TABLE 2-5
AGGREGATED LAND USE CATEGORIES
Acreage by RSA

LAND USE CATEGORY	RSA										COUNTY TOTAL	% UNINC. AREA
	35-J	36-A	37-H	38-I	39-F	40-D	41-B	42-G	43-C	44-E		
RURAL RES (1A)	0	0	0	0	80	287	1,093	0	11,169	686	13,315	5.2
SUBURBAN RES (1B)	1,299	1,529	957	275	2,296	21,530	5,620	5,889	23,828	40	63,263	24.9
URBAN RES (1C)	0	0	0	191	238	247	0	33	201	0	910	0.4
COMMUNITY COMM (2A)	14	0	0	35	131	1,174	61	16	899	15	2,345	0.9
REGIONAL COM (2B)	0	0	0	0	0	164	0	0	250	0	414	0.2
EMPLOYMENT (3)	0	145	84	21	67	1,293	104	31	1,531	125	3,401	1.3
PUB FACILITIES (4)	0	0	0	0	448	221	210	8	711	3,779	5,377	2.1
OPEN SPACE (5)	0	0	218	2,328	2,632	13,159	29,605	1,801	91,678	22,566	163,987	64.5
URBAN ACT. CTR (6)	0	0	0	0	0	86	0	0	1,297	0	1,383	0.5
TOTAL UNINC AREA	1,313	1,674	1,259	2,850	5,892	38,161	36,693	7,778	131,564	27,211	254,395	100
PERCENT UNINC	8.0	7.2	4.2	8.0	15	67.1	55.3	20.2	97.2	64.3	52.5	
TOTAL INCORP AREA	15,019	21,707	28,912	32,967	33,488	18,675	29,659	30,768	3,727	15,107	230,029	
RSA TOTAL AREA	16,332	23,381	30,171	35,817	39,380	56,836	66,352	38,546	135,291	42,318	484,424	

SOURCE: SOUTHERN CALIFORNIA EDISON/ORANGE COUNTY LAND COVER SURVEY (1980)
GENERAL PLAN AMENDMENTS THROUGH LU 87-1
CITY ANNEXATIONS THROUGH 7/87

REVISED 7/87

TABLE 2-6
POTENTIAL HOUSING SUPPLY
Unincorporated Area by RSA

LAND USE CATEGORY	35-J	36-A	37-H	38-I	39-F	40-D	41-B	42-G	43-C	44-E a*	TOTAL
RURAL RES (1A)											
TOTAL ACRES	0	0	0	0	80	287	1,093	0	11,169	686	13,315
POTENTIAL UNITS	0	0	0	0	20	49	284	0	2,454	178	2,985
SUBURB RES (1B)											
TOTAL ACRES	1,299	1,529	957	275	2,296	21,530	5,620	5,889	23,828	40	63,263
POTENTIAL UNITS	7,135	3,545	5,757	1,477	9,597	103,882	9,856	16,673	92,321	184	250,427
URBAN RES (1C)											
TOTAL ACRES	0	0	0	191	238	247	0	33	201	0	910
POTENTIAL UNITS	0	0	0	5,718	6,648	7,410	0	949	5,975	0	26,700
URBAN ACTIVITY CENTER (6) b*											
TOTAL ACRES	0	0	0	0	0	86	0	0	1,004	0	1,090
POTENTIAL UNITS	0	0	0	0	0	437	0	0	2,402	0	2,839
TOTAL											
TOTAL ACRES	1,299	1,529	957	466	2,614	22,150	6,713	5,922	36,202	726	78,578
POTENTIAL UNITS	7,135	3,545	5,757	7,195	16,265	111,778	10,140	17,622	103,152	362	282,95

LAND USE CATEGORY	35-J	36-A	37-H	38-I	39-F	40-D	41-B	42-G	43-C	44-E a*	TOTAL
TOTAL ACRES	0	0	0	0	0	0	0	0	0	0	0
OCP-85 (2010) UNINCORP											
POTENTIAL UNITS	4,827	3,604	3,724	6,984	5,758	91,735	16,534	15,959	88,526	27,269	264,920
TOTAL ACRES	0	0	0	0	0	0	0	0	0	0	0
PROJECTED UNUSED CAPACITY (2010)											
POTENTIAL UNITS	2,308	(-) 59	2,033	211	10,507	20,043	(-) 6,394	1,663	14,626	(-) 26,907	18,031

SOURCES: SOUTHERN CALIFORNIA EDISON/ORANGE COUNTY LAND COVER SURVEY (1980)
GENERAL PLAN AMENDMENTS THROUGH LU 87-1
CITY ANNEXATIONS THROUGH 7/87

REVISED: 7/87

a* The large discrepancy between potential housing supply and OCP-85 projections in RSA 44-E is due to differences in the land use designations of the City of Irvine and the County. According to the County General Plan, a large part of this RSA which is in the Irvine Sphere of Influence is assigned to the Open Space category. The OCP-85 projections are based on Irvine's Sphere of Influence plans, which call for residential development in much of this area.

b* The Urban Activity Center category combines residential land uses with commercial and employment land uses. The exact acreage committed to residential land uses will be determined at a subsequent level of planning.

located in RSA 40-D (South Coast) and RSA 43-C (Trabuco). The distribution of Community Commercial property is roughly proportional to the amount of developable unincorporated land (i.e., land which is not designated Open Space) in each RSA. Regional Commercial areas are designated for major high-intensity facilities that require accessible, centralized locations to serve an entire region or subregion. Only 414 acres (0.2 percent of the unincorporated area) are designated Regional Commercial. All of this land is found in RSAs 40-D (South Coast) and 43-C (Trabuco). Laguna Hills Mall and Mission Viejo Mall are the major existing facilities contained in these areas.

Areas designated Employment account for about one percent of the county's total unincorporated area. Like Community Commercial, they are distributed roughly proportional to each RSA's potential urbanized area that is under County jurisdiction.

The Public Facilities category is intended for government buildings, police and fire stations, airports, schools and other institutions. It represents about two percent of the unincorporated territory. About two-thirds of this property is located in RSA 44-E (EL Toro) due primarily to the presence of both the Tustin and El Toro Marine Bases.

The Urban Activity Center category is intended to integrate residential, commercial, employment, civic, cultural, and educational facilities into mixed-use centers, providing a centralized focus for the surrounding community. Urban Activity Centers provide a diversity of housing, commercial, and employment opportunities, and facilitate a more efficient use of existing and future transportation systems, the conservation of energy resources, and the provision of affordable housing. About 900 acres of unincorporated areas are designated for Urban Activity Centers. The largest center (805 acres) is located within the Plano Trabuco area (RSA 43-C, Trabuco).

C. Analysis of Current Conditions and Future Demand

This section provides an assessment of the current and future land use demands upon existing county resources. Specifically, the impact of these land use demands upon infrastructure, fiscal, and environmental resources have been analyzed in order to identify potential conflicts.

1. Infrastructure Analysis

A comparison of the development commitment of the LUE to existing and planned public service capacities was conducted in the "Assessment Report on the Land Use Element and Infrastructure Balance", prepared by the Advance Planning Division in November, 1981.

The Assessment Report analyzed five key public services -- water, wastewater, schools, roads, and fire protection -- by utilizing the data and assumptions contained in the LUE, OCP-III, and the Development Monitoring Program (DMP).

A public service capacity matrix was prepared and a rating system applied for each CAA in order to evaluate each service provider.

A more detailed discussion of the Assessment Report and its methodology is provided in Appendix D.

With two exceptions, the overall balance between projected development and infrastructure is generally adequate on a systemwide basis until 1990. The two exceptions -- highways and schools -- already exhibit local and regional imbalances. The regional transportation system, particularly highways serving northwest to southeast travel, will increasingly experience severe deterioration in service.

After 1990, minor imbalances in water and wastewater service and fire protection appear systemwide. Even though the deterioration of service levels may not be significant on a countywide level, severe imbalances are exhibited within many communities. The primary vehicles for addressing community-specific imbalances are the implementation policies and programs contained in Chapters Five and Six of this volume.

Child care has also arisen as an issue exhibiting major local and regional imbalances. Child care imbalances occur between the need for and provision of adequate and affordable facilities. With a significant increase in women in the labor force, the rising numbers of single-parent households, the rise in dual-income families, and the increase in the number of children (infants through school-aged), the supply of child care has not kept pace with the accelerating demand. Orange County has the second greatest child population in the state, and the County Administrative Office estimates it will increase 17% over the next decade. Child care improvement policies and programs in Chapter Five of this volume address measures which not only help to alleviate current pressures but also address the future demands. It should be noted that although portions of this element highlight opportunities for increased County participation, it is acknowledged that local schools, private agencies and non-profit entities play the primary role in the provision of child care facilities and services.

2. Fiscal Resources Analysis

An estimation of the net public agency costs and revenues that will result from projected development in the unincorporated area through the year 2000 is presented in the Areawide Fiscal Impact System (AFIS) report. This report provides the analysis necessary to determine the impacts of existing and proposed land use trends on a systemwide level. The scope of AFIS is different from the infrastructure analysis described above since it considers a wide array of public service requirements and associated costs and revenues for projected development.

The AFIS report identifies significant long-term adverse fiscal impacts for the unincorporated area. According to the report, the General Fund and many of the special districts essential to new development will experience severe cost/revenue imbalances in the future. Of particular concern are the Road Fund and school districts. Projected school district revenues may be enough to cover operations and maintenance expenditures, but capital facilities requirements cannot be met. In the case of the Road Fund, the major capital construction cost of serving existing and future development creates a cumulative funding deficit.

3. Environmental Resource Analysis

Environmental resources comprise the final area of analysis of current and future land use demands. Environmental resources range from non-renewable and renewable resource lands to natural hazards, and provide the parameters for future land development in unincorporated areas of the county. Much of the analysis of environmental resources has been compiled or will be prepared as a part of the Master Environmental Assessment (MEA) program conducted by EMA.

One of the purposes of the MEA is to compile and catalog environmental information in order to identify development threshold levels for areas with various environmental constraints. A discussion of the impact of environmental constraints on the achievement of LUE objectives is presented in Chapter Four of this document. The most significant environmental constraints have been mapped for each area in the Community Profiles (Component III), including slope, flood, geologic hazards, and biological/cultural/scientific resources.

CHAPTER THREE: FUTURE OBJECTIVES AND POLICIES

A. Introduction

This chapter presents the future objectives and policies of the Land Use Element. The chapter is divided into two sections. The first presents the objectives and assumptions established for the achievement of the 2010 horizon year projections. The second section describes the Land Use Element Map and definitions of the land use categories depicted on the map. The map itself is contained in Appendix G.

The policy projections for 2010 have been presented and analyzed in the previous chapter. These projections represent one aspect of the objectives of the Land Use Element. Each Regional Statistical Area has a level of growth identified. This chapter will present the assumptions associated with the achievement of that level of development.

The land use category descriptions identify the framework of the LUE map and potential areas for development. Market forces will determine which areas develop first and which remain undeveloped or under developed by the 2010 horizon year. However, the policy projections and the Land Use map will be the tools for project evaluation and consistency determination to ensure that development coincides with the policies of the Land Use Element.

B. Objectives and Assumptions

As used in this report, an assumption is a statement regarding a condition, event or trend that, based on present knowledge and judgment, seems likely to occur. The 2010 horizon year was selected for the Land Use Element because the greatest amount of information is available for that year. Future local government actions and policies may require changes to these assumptions and subsequently the projections themselves.

The assumptions presented in this section were prepared for and are consistent with Orange County Preferred-85 (OCP-85) growth projections. Countywide assumptions are presented below while RSA-level assumptions may be found in Appendix C (included herein by reference in full).

Use of Land

- o The countywide and RSA-level projections do not exceed that which would be allowable under the cities' and County's general plans, their elements, and related identified city and County land use and development policies.
- o The final portions of the available land in the County will achieve first generation buildout sometime after the year 2020, varying somewhat by geographic area.
- o Significant residential redevelopment will occur in the northwestern portion of the County throughout the period of these projections.
- o Significant intensification of employment activity will occur along major transportation corridors throughout the period of these projections.

- o There will be steady private sector recycling from single-family to multi-family uses in sections of the County throughout the period of these projections.
- o There will be an increase in overall development requirements to be satisfied as a condition of land use approvals, but with greater use of incentives and cost-sharing techniques.
- o There will be a steady amount of developable land available through non-renewal of agricultural preserve contracts.

Demographics

- o The population of California will continue to increase to approximately 37 million by 2020, while the SCAG region will reach 17.1 million by 2000.
- o The level of fertility will represent an average of 1.9 births per woman during her lifetime.
- o Total net migration into California will maintain an annual average level of 167,000 persons through the year 2010.
- o Net migration into Orange County will average 15,200 annually through 1990, dropping to an average of 15,100 between 1991 and 1995, then 14,300 between 1996 and 2000 and 13,900 annually after the year 2000.
- o The State Department of Finance's (DOF) Baseline 83 population projection is consistent with the countywide population projection.
- o Between 1980 and 2010, the County will grow at a simple average annual rate of 1.7 percent, or an average of approximately 30,000 per year from both natural increase and in-migration.
- o The persons per dwelling unit will decrease from a 1980 county-wide figure of 2.68 to an average of 2.57 county-wide by the year 2010, with a subarea range from 2.08 to 2.92.
- o The median income in the County will continue to be above that of the State and the nation.
- o The median age in the County will rise from 29.48 in 1980 to 40.55 in 2010.
- o An increasing proportion of in-migration will be due to the growth of the nonwhite and Hispanic populations.
- o International migration will account for a growing proportion of our net migration.
- o Due to the increasing number of foreign born, the persons-per-dwelling-unit in some areas of the County will increase.

Public Services and Facilities

- o The availability of the essential physical public services and facilities infrastructure will not generally impair population growth, but may slow development temporarily in newly developing areas.
- o El Toro Marine Corps Air Station, the Tustin Helicopter Facility, the Seal Beach Naval Weapons Station and Los Alamitos Reserve Air Station will remain in Government ownership and use until at least throughout the period of these projections.
- o No new regional airport facilities will be built during the period of these projections.
- o All backbone system routes identified on the Master Plan of Arterial Highways will be built concurrent with, or in advance of, development either through developer dedication, road fee programs, or state/federal highway funding.

Economic Base

- o There will be no prolonged national or regional depression but there may be recurring recessions.
- o There will be a continued market of homebuyers of an appropriate income range to sustain demand for housing in Orange County.
- o Federal housing and transportation programs will continue to facilitate migration into the region.
- o The future household income distribution will continue to be similar to that currently observed for the period of these projections.
- o Housing costs will increase more rapidly than the Consumer Price Index but low- and moderate-income housing opportunities will continue.

Employment

- o The labor force participation rate for the County will increase throughout the period of these projections.
- o Job growth in Orange County will proceed at a faster rate than in the United States, California, and the Los Angeles Basin up to the year 2000.
- o Jobs in Orange County will grow at the national rate after the year 2000.
- o The Los Angeles Basin will account for approximately 50 percent of California's employment growth.
- o Most of the projected growth in jobs in Orange County will be in industries whose principle output is a variety of service activities with moderate growth in the production sectors.
- o Total County employment will grow at a simple average annual rate of 2.8 percent to 2000 and 0.9 percent between 2000 and 2010.

- o Countywide, there will be a balance of jobs to the labor force.

Child Care Centers

- o The Orange County child population will increase 17% over the next decade (between 1985 and 1995).
- o Provision of child care centers will continue to be a joint effort between private firms and Federal, State and local agencies.
- o Development of child care centers will be influenced by availability of the following: 1) start-up capital; 2) low cost land; 3) affordable new facilities or adequate leasable space; and 4) affordable liability insurance.

For RSA-level assumptions refer to Appendix C.

C. Land Use Categories

The land use categories described below and depicted on the Land Use Element Map in Appendix G provide the broad guidance directing the development of Orange County. A table depicting the correspondence between the LUE and the Community Profile categories is contained in Appendix E.

Child care facilities are permitted in any land use category but shall be subject to review for appropriateness. Child care centers, as defined by Health and Safety Code Section 1596.76, must obtain a license from the State Department of Social Services before beginning operations. Additional State licensing requirements (Title 22 of the California Administrative Code, Division 12 and other various sections) concern facility design and facility operation. Present County practices enhance the provision of child care facilities through increased coordination between State regulations, County policy documents, and local land use concerns. For child care centers which serve more than six children, the County can exercise discretionary authority through site development plan review. The purpose of this review is to address local concerns and any restrictions or conditions which may apply to specific land use categories. Child care facilities will have the same land use/noise compatibility requirements as preschools which will assure outdoor living areas will not be permitted in the 65 or above CNEL.

Residential

The Residential categories identify those areas suitable for residential development. The Residential areas are divided into categories on the basis of density, compatibility with the natural terrain, and conformance with the county's residential growth projections. Housing types ranging from rural, large-lot estates in outlying areas to high-density residential units in appropriate urban locales are encouraged.

"Development density" is defined as the number of dwelling units permitted per gross acre.* "Development intensity" is described as land area per unit (APU), either on an acreage or square-footage basis. The broad residential categories include allowances for local and community open space, local schools, child care facilities, neighborhood commercial centers and other

facilities needed for neighborhood services. Development intensity in excess of the normal maximum of the category may be accomplished through the application of the Density Bonus Guidelines.

The residential categories are intended for application to all areas so designated on the Land Use Element Map, with one exception. Where Planned Community Districts have been adopted but are not reflected in detail at the General Plan level (such as portions of Laguna Niguel and Mission Viejo), the overall density, area per unit guidelines and character represented on the Land Use Element Map are assumed to reflect the Planned Community District regulations.

1A Rural Residential

This category is applied to areas in which limited residential use is compatible with the natural character of the terrain. Development under this category will require special consideration due to topography and other factors.

<u>Designation</u>	<u>DU/AC</u>	<u>APU</u>
1A	0.025 - 0.5	2 acres - 40 acres

*Note: "Gross acreage" is defined as the total acreage within a project which is devoted to principal uses including, but not limited to, building sites, local streets, driveways, private recreation areas, ordinance-required local park land, additional publicly- and privately-owned open space within project areas, minor easements serving the project, and customary uses and structures accessory to residential development.

1B Suburban Residential

These areas are characterized by a wide range of housing types, from estates on large lots to attached dwelling units (townhomes, condominiums and clustered arrangements). This category permits the greatest flexibility for residential development. Additional density guidance is provided by the Community Profiles.

<u>Designation</u>	<u>DU/AC</u>	<u>APU</u>
1B	0.5 - 18.0	1,800 sq. ft. - 2 acres

1C Urban Residential

This category is applied to areas where intensive residential development is compatible with surrounding urban development. Development within this category is characterized by intensive residential uses such as apartments, condominiums, townhomes and clustered residential units.

<u>Designation</u>	<u>DU/AC</u>	<u>APU</u>
1C	18.0 and above	1,800 sq. ft. and less

Commercial

Commercial land uses are depicted conceptually on the Land Use Element Map. The designated areas relate to commercial opportunities rather than to specific development sites. Generally, commercial development occurs in centers sited along arterial highways or at intersections of arterial highways and serves a specified threshold population. The Community Profiles provide more specific location characteristics.

The Land Use Element Map depicts community and regional, but not neighborhood/convenience, commercial locations. Community Commercial opportunities are indicated on the map either because they already exist or have substantial commitment at general locales. Regional Commercial uses designated by the Land Use Element represent existing uses.

Neighborhood/convenience commercial sites are not depicted on the map but are assumed to be consistent with Suburban Residential areas, subject to the Neighborhood Commercial Guidelines contained herein.

2A Community Commercial*

This category designates land for commercial development which provides a wide range of facilities for convenience goods and retail trade including tourist recreation businesses, and community services (i.e., child care facilities. Generally, community commercial development is limited in scope to approximately 10 to 40 acres, and is intended to serve a market area exceeding 20,000 persons. Supermarkets, restaurants, movie theaters and banks are typical tenants of a community commercial center.

2B Regional Commercial*

This category identifies major, high-intensity commercial activities requiring centralized locations in order to serve large urban populations at the regional or subregional level. Regional commercial centers generally range between 75 and 125 acres in size and serve a market area in excess of 100,000 persons. Normally, tenants within a regional center include major department stores and specialty shops. Child care facilities will be permitted, if appropriate.

Guidelines: Neighborhood Commercial

The following guidelines are to be used in evaluating development plans that contain neighborhood commercial proposals:

1. To encourage the development of commercial activities in centers with unified planning, design and facilities (such as parking, ingress and egress).
2. To locate commercial development at intersections of primary and secondary streets wherever possible; when local commercial development must be located adjacent to major intersections, access should be from the lesser of the two arterials.

3. To locate commercial development so that wherever possible it is centrally located within its service area.
4. To locate commercial sites at an optimal distance from regional and community commercial centers.
5. To generally locate neighborhood commercial centers one mile apart.
6. To set a general standard of one acre of commercial development per 1,000 people in the service area. Because there are no absolute criteria for neighborhood commercial acreage needed to adequately service a given number of people, this standard should be tempered by the character of each particular area.
7. To set a general standard of three to ten acres for neighborhood commercial developments.
8. To require the developer of a commercial center to provide a statistical demand analysis of the market service area at the time of the zoning request in order to assist in determining its adequacy and appropriateness.
9. To regularly review and evaluate excessive undeveloped commercial zoning for its appropriateness and ability to serve the county.

Employment

3 Employment

This category identifies areas intended for use by employment generators, usually light and service industries or professional-administrative office uses. These activities are characterized by few nuisance or hazard problems. It is intended that the locations of individual employment facilities be compatible with one another and with surrounding areas. Employment generators and commercial uses should locate together in well-defined urban activity centers. Child care facilities will be permitted, if appropriate.

Public Facilities

4 Public Facilities

This category identifies major facilities built and maintained for public use. Included are civic buildings, airports, junior colleges, military installations, correctional institutions, hospitals, solid waste facilities, water facilities, and sewer facilities. Child care facilities will be permitted, if appropriate.

(LS)

Solid Waste Facilities - Landfill Sites

This overlay category identifies existing and planned solid waste facilities. When the (LS) Solid Waste Facility - Landfill Site overlay is applied to a Land Use Category the overlay indicates that the current and near-term use of the land shall be limited to landfill operations and accessory uses (e.g. borrow site areas, buffer areas, access roads) until the completion of landfill site operations and closure of the landfill facility.

*Note: Commercial facilities are designated by circles on the Land Use map.

Open Space

5 Open Space

This category is intended to reflect and enhance the Resources and Recreation Elements of the General Plan. This category identifies lands of notable scenic and natural attraction, and areas of ecological, cultural, historical and recreational significance. In addition, lands containing non-renewable and renewable resources will be designated Open Space on the LUE Map. Examples of such lands include extractive mineral sites, petroleum resource areas, prime agricultural soils, and water resource areas.

Provision is also made under the Open Space category for less-intense employment uses in conjunction with large open space areas shown on the Community Profiles as Research/Open Space Parks. Employment facilities on large building sites would be permitted when they are consistent with the open space character of the area.

The intent is to create opportunities for low-intensity high technology, industrial, research and development, office, and educational uses and child care facilities which do not require a commitment of significant urban infrastructure. Generally, building sites within this category should be large, with the area covered by structures and parking not exceeding 20% in order to blend development with the natural surroundings. Innovative design solutions are encouraged to incorporate buildings and parking into the natural features of the site as well as to maximize the efficient use of energy.

Until such time as natural resources are mapped and categorized in the Resources Element, natural resource lands will be identified by the Natural Resources (5.3) category on the Community Profiles (Component III).

Of these areas shown as Open Space on the LUE Map, certain portions are within city spheres of influence for which cities have adopted plans with urban uses. The Open Space designation is meant as an indication of the current and near-term use of the land, most of which is zoned agricultural and subject to agricultural preserve agreements. It is not necessarily an indication of a long-term commitment to open space uses.

Long-range projections of socio-economic factors, therefore, reflect anticipated urbanization consistent with applicable city plans.

Urban Activity Centers

6 Urban Activity Centers

This category identifies locations intended for high-intensity mixed-use development. Appropriate land uses include, but are not limited to, residential, commercial, office, industrial park, civic, cultural, educational facilities, and child care facilities. This category is intended to facilitate a more efficient use of existing and future transportation systems, conserve energy resources, and develop residential densities which enhance the ability to provide affordable housing.

Urban Activity Centers are characterized by a diversity of housing opportunities including owner-occupied, rental, and affordable units with an emphasis on higher-density development; the vertical and horizontal mixing of retail, office and residential uses; the development of mid-rise structures accommodating both residential and employment activities; and the inclusion of cultural, civic, educational and urban recreational uses promoting both daytime and evening activities. Urban Activity Centers are located adjacent to major transportation corridors and are accessible to public transit facilities.

A goal of this category is to foster around-the-clock activity by encouraging the mixing of activities thereby reducing the impacts on the transportation system.

The development of an Urban Activity Center is a long-term process (probably in excess of 20 years) due to its complexity and its size. Interim uses may, therefore, be appropriate. It will also be necessary to apply special development regulations, tailored to each center, to ensure that the ultimate development pattern is consistent with the intent of the category.

CHAPTER FOUR: PLANNING CONSTRAINTS AND DEFICIENCIES

A. Overview

This section identifies existing and potential constraints upon achievement of the objectives presented in the previous chapter. While these constraints do not constitute absolute barriers, they may inhibit the timely achievement of the objectives. These constraints have been categorized below into four categories: environmental, governmental, fiscal, and economic and market constraints.

B. Environmental Constraints

Based on the Master Environmental Assessment (MEA), five major environmental conditions which constrain development are presented below. Table 4-1 describes the extent to which these environmental constraints affect undeveloped land in Orange County.

- o Noise: The major sources of significant noise in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, aircraft noise cannot be mitigated outdoors because of its overhead source. State law and County policy prohibit residential development and similar uses in high-noise (+ 65 CNEL) areas near El Toro Marine Corps Air Station and John Wayne Airport. Noise in nonresidential developments must be attenuated to protect users in these areas. Near major streets and highways, noise must also be attenuated. Thus, high-noise conditions may preclude certain uses in some areas and may increase development costs.
- o Flood hazard: Portions of the county are located in floodplain areas of varying degrees of risk. In many cases development can occur in these areas through proper site planning, but costs may be high. There are, however, some areas where development is precluded because of extreme flood potential.
- o Fire hazard: The foothill areas of Orange County are considered moderate to high fire hazard areas. Future development in these areas must minimize potential fire hazards and adequate fire protection must be maintained. Both these actions may raise development costs but will not preclude development.
- o Geologic hazards: Extreme slope and potential seismic hazards constrain development in certain parts of the county. While both conditions seldom preclude development, they may increase the cost of construction.
- o Natural and cultural resources: The presence of natural or cultural resources on vacant land may influence its future use. For example, critical habitat areas or archeological sites may require preservation or sensitive planning. Such conditions may preclude development or increase the cost of construction.

TABLE 4-1

ENVIRONMENTAL CONSTRAINTS
BY RSA

(Acreage to Nearest Ten)

RSA	GEOLOGIC	% OF UNCOMMITTED	BIOLOGICAL/ CULTURAL/ SCIENTIFIC	% OF UNCOMMITTED	SLOPE (GREATER THAN 30%)	% OF UNCOMMITTED	FLOOD	% OF UNCOMMITTED	TOTAL	% OF UNCOMMITTED	NOISE ⁽¹⁾	% OF UNCOMMITTED
39-F	260	1.6	1,170	7.1	160	0.9	0	.0	1,590	9.6	2,540 ⁽²⁾	15.3
40-B	1,060	2.6	7,670	19.0	2,960	7.3	780	1.9	12,470	30.8	1,870 ⁽²⁾	4.6
41-B	2,300	5.3	4,460	10.2	9,350	21.4	910	2.1	17,020	39.0	—	—
42-C	20	0.4	60	1.1	100	1.9	80	1.5	260	4.9	—	—
43-C	3,030	4.6	27,670	41.9	5,600	8.5	2,020	3.0	38,320	58.0	3,500 ⁽²⁾	5.3
44-E	1,850	7.5	5,350	21.7	1,990	8.1	1,970	8.0	11,160	45.3	11,350 ⁽²⁾	46.1
TOTAL	8,520	4.3	46,380	23.6	20,160	10.3	5,760	2.9	80,820*	41.1	19,260	9.8

NOTES: (1) Noise constraint overlaps other environmental constraints and is not calculated as part of total acreage.

(2) MEAS and John Wayne Airport, acres included are equal to or greater than 65 CNEL.

SOURCES: Southern California Edison - County of Orange, Land Cover Survey.
County of Orange, Master Environmental Assessment (MEA).
Advance Planning Division, EMA, County of Orange.

* Total Uncommitted Ac. for unincorporated area is 196,580 acres.

C. Fiscal Constraints and Deficiencies

Based on the Development Monitoring Program, Areawide Fiscal Impact System and General Plan Modernization Program (Phase II) reports, the public service costs of future development are not balanced with revenues and planning. Table 4-2 summarizes the extent of these deficiencies for key public services.

- o Public services: The loss of revenue resulting from Proposition 13 and other factors, and rising costs due to growth and inflation will continue to burden public service providers. If current trends continue, public service levels will deteriorate and new development may be delayed or precluded.
- o Increased development fees and requirements: Increased fees on new developments and the shift of responsibility for infrastructure provision to developers will increase construction costs and may reduce levels of production.
- o Infrastructure adequacy: While this issue will be the focus of future growth management efforts, it must be considered a constraint at this time. While infrastructure imbalances will be minimized in the future through development phasing and other mechanisms, these methods may impede the fulfillment of the objectives.

D. Economic and Market Constraints

The objectives established by this element are based upon economic conditions similar to those experienced in the 1960's and 1970's. Recently, financial market conditions have resulted in major changes in short-term development expectations. If these conditions persist in the long term, they will represent constraints to the attainment of the objectives.

- o Land availability: Land availability significantly impacts future growth levels. If land costs increase dramatically or if adequate amounts of land cannot be brought to the market, development will be constrained.
- o Real estate and development financing: The financial markets are experiencing difficult times. A steady supply of credit to finance new construction is critical to the policy plan objectives.

E. Governmental Constraints

- o Competing priorities: Competing public needs can result in conflicting priorities and programs. Conflicts such as open space preservation and housing production could constrain efforts to achieve the objectives if they remain unresolved.
- o Intergovernmental conflicts: State and federal agency actions or requirements and land ownership by these agencies constitute constraints to development (see Map 4-1). Existing examples include the state Coastal Commission and Cleveland National Forest, while state policies regarding prime agricultural land preservation and mineral resource protection may function as future constraints.

TABLE 4-2
MAJOR PUBLIC SERVICE
DEFICIENCIES

Countywide Deficiencies

Service System	Number of CAA's with Inadequate Levels of Service in 2000 ⁽¹⁾	
	Local (2)	Regional (3)
Water	8	10
Wastewater	10	12
Schools - (Total)	24	63
- Elementary	13	21
- Intermediate	5	21
- High	6	21
Highway	12	28
Fire	5	14

Footnotes:

- (1) Based on a service rating of 4, 5, or 6 (deficient service level) in the Assessment Report on the LUE and Infrastructure Balance; GPM Phase II. A total of 28 CAA's (plus a portion of one CAA) and 5 RSA's were analyzed.
- (2) Local - Based upon growth projected within CAA.
- (3) Regional - Based upon growth projected within entire service area.

SOURCE: GPM Phase II Assessment Report.

Table 4-2 (Continued)

MAJOR PUBLIC SERVICE
DEFICIENCIES

RSA 39-F

Service System	Number of CAA's with Inadequate Levels of Service in 2000 ⁽¹⁾	
	Local ⁽²⁾	Regional ⁽³⁾
Water	0	0
Wastewater	0	0
Schools - (Total)	2	6
- Elementary	2	2
- Intermediate	0	2
- High	0	2
Highway	2	3
Fire	0	2

Footnotes:

- (1) Based on a service rating of 4, 5, or 6 (deficient service level) in the Assessment Report on the LUE and Infrastructure Balance; GPM Phase II. A total of 2 CAA's and a portion of one were analyzed.
- (2) Local - Based on growth projected within CAA.
- (3) Regional - Based on growth projected within service area.

SOURCE: GPM Phase II Assessment Report

Table 4-2 (Continued)

MAJOR PUBLIC SERVICE
DEFICIENCIES

RSA 40-D

Service System	Number of CAA's with Inadequate Levels of Service in 2000 ⁽¹⁾	
	Local ⁽²⁾	Regional ⁽³⁾
Water	0	0
Wastewater	2	5
Schools - (Total)	8	21
- Elementary	4	7
- Intermediate	2	7
- High	2	7
Highway	6	9
Fire	0	1

Footnotes:

- (1) Based on a service rating of 4, 5, or 6 (deficient service level) in the Assessment Report on the LUE and Infrastructure Balance; GPM Phase II. A total of 9 CAA's were analyzed.
- (2) Local - Based on growth projected within CAA.
- (3) Regional - Based on growth projected within entire service area.

SOURCE: GPM Phase II Assessment Report.

Table 4-2 (Continued)

MAJOR PUBLIC SERVICE
DEFICIENCIES

RSA 41-B

Service System	Number of CAA's with Inadequate Levels of Service in 2000 (1)	
	Local (2)	Regional (3)
Water	4	6
Wastewater	4	3
Schools - (Total)	6	6
- Elementary	2	2
- Intermediate	2	2
- High	2	2
Highway	3	6
Fire	4	6

Footnotes:

- (1) Based on a service rating of 4, 5, or 6 (deficient service level) in the Assessment Report on the LUE and Infrastructure Balance; GPM Phase II. A total of 6 CAA's were analyzed.
- (2) Local - Based upon growth projected within a CAA.
- (3) Regional - Based upon growth projected within entire service area.

SOURCE: GPM Phase II Assessment Report.

Table 4-2 (Continued)

MAJOR PUBLIC SERVICE
DEFICIENCIES

RSA 43-C

Service System	Number of CAA's with Inadequate Levels of Service in 2000 ⁽¹⁾	
	Local ⁽²⁾	Regional ⁽³⁾
Water	3	4
Wastewater	3	4
Schools - (Total)	6	18
- Elementary	4	6
- Intermediate	1	6
- High	1	6
Highway	0	5
Fire	0	0

Footnotes:

- (1) Based on a service rating of 4, 5, or 6 (deficient service level) in the Assessment Report on the LUE and Infrastructure Balance; GPM Phase II. A total of 6 CAA's were analyzed.
- (2) Local - Based on growth projected within CAA.
- (3) Regional - Based on growth projected within entire service area.

SOURCE: GPM Phase II Assessment Report.

Table 4-2 (Continued)

MAJOR PUBLIC SERVICE
DEFICIENCIES

RSA 44-E

Service System	Number of CAA's with Inadequate Levels of Service in 2000 ⁽¹⁾	
	Local ⁽²⁾	Regional ⁽³⁾
Water	1	0
Wastewater	1	0
Schools - (Total)	2	12
- Elementary	1	4
- Intermediate	0	4
- High	1	4
Highway	1	5
Fire	1	5

Footnotes:

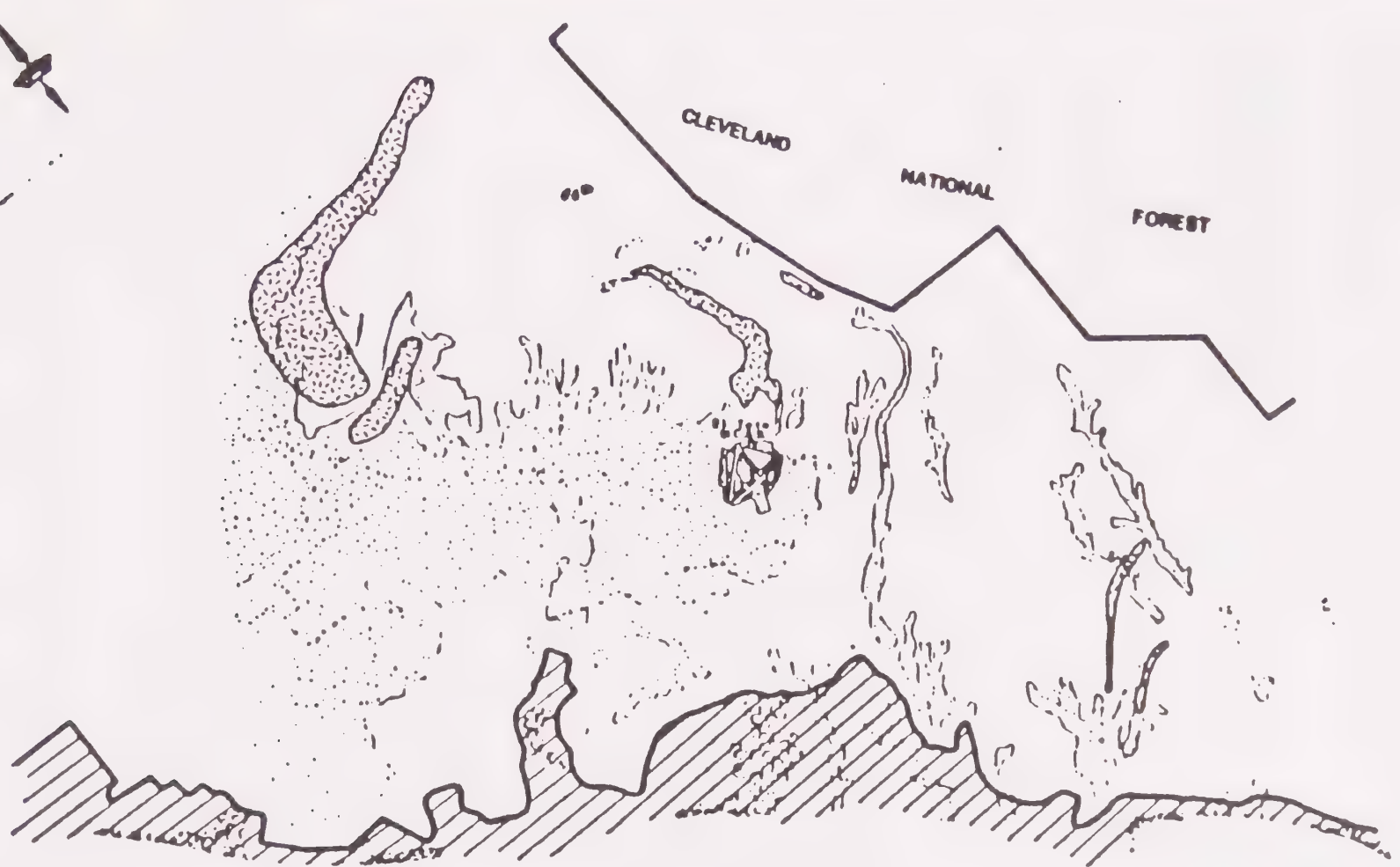
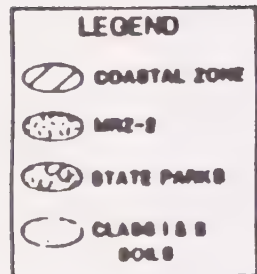
- (1) Based on a service rating of 4, 5, or 6 (deficient service level) in the Assessment Report on the LUE and Infrastructure Balance; GPM Phase II. A total of 5 CAA's were analyzed.
- (2) Local - Based on growth projected within CAA.
- (3) Regional - Based on growth projected within entire service area.

SOURCE: GPM Phase II Assessment Report

GOVERNMENTAL CONSTRAINTS

THE LAND AREA UNDER FEDERAL AND STATE OWNERSHIP AND CONTROL

LU-4-10



MAP 4-1

CHAPTER FIVE: IMPLEMENTATION POLICIES

A. Overview

Section B describes eight major land use policies that guide implementation of the Land Use Element. The intent of these policies is two-fold: first, to eliminate obstacles to achieving the LUE objectives; and second, to minimize deficiencies which may result from fulfilling the policy projections.

The Community Profiles (Component III of the Advance Planning Program) ensure the implementation of the policies of the General Plan. They will be used as follows:

- o The Community Profile area is the unit of analysis which will be used for evaluating infrastructure capabilities as they apply to individual project approvals.
- o The Planning Agency (which includes the Zoning Administrator, the Director of EMA, the Subdivision Committee and the Planning Commission) and the Board of Supervisors will evaluate and consider the Community Profiles and compendium of policies in making planning decisions.
- o Prior to approval, all project proposals must be found consistent with the Community Profiles by the decision-making authority. In cases where inconsistencies exist, they shall be resolved and the Community Profiles amended concurrently with the processing of discretionary approvals.

These policies are effectuated through the programs contained in Appendix A. Section C describes two LUE interpretive policies which guide administration of the LUE map and land use categories.

B. Major Land Use Element Implementation Policies

The eight major land use policies set forth in this section apply to all geographic areas of the unincorporated portion of the county. They are adopted for the purpose of guiding the planning and development of those areas for both the short-term and long-term future.

Each policy has been stated in a single sentence. A policy can be referred to by its short title. A statement of purpose for each policy is given to aid in its interpretation. Policies contained in other General Plan elements that further Land Use Element policies are described in Appendix F.

1. Balanced Land Use

To plan urban land uses with a balance of residential, industrial, commercial and public land uses.

The purpose of the Balanced Land Use Policy is to ensure that communities at all levels are developed in a manner whereby residential, industrial, commercial and public land uses are proportionally balanced. This balance is intended to aid in developing a sense of community by distributing the various land uses and employment base more evenly

throughout the county, lessening the transportation load and positively affecting air quality. This policy does not require completely self-contained communities.

2. Phased Development

To phase development consistent with the adequacy of public services and facilities within the capacity defined by the General Plan.

The purpose of the Phased Development Policy is to ensure that development coincides with the adequacy of public services and facilities, especially where the public health, safety and welfare are concerned. Proper phasing of new development within the designated General Plan capacity through the provision of public services and facilities development is necessary to ensure that new development will not overload the existing facilities or be allowed to be completed without adequate facilities. Phasing should be a basic minimum requirement for land use intensification.

3. Housing Densities

To provide a variety of residential densities that permit a mix of housing opportunities affordable to the county's labor force.

The purpose of the Housing Densities Policy is to provide a wide range of housing densities within the unincorporated county that will permit a mix of housing opportunities, including both rental and ownership housing. The mix of densities is intended to make it possible to develop housing which is affordable to the county's labor force and offer those who work here a reasonable choice of living accommodations.

4. Land Use/Transportation Integration

To plan an integrated land use and transportation system that accommodates travel demand.

The purpose of the Land Use/Transportation Integration Policy is to ensure that transportation planning is assimilated into the land use planning process. The transportation system should support the land use plan as a whole, and individual circulation links should be in balance with localized land uses in order to provide an adequate transportation system for the county. When local or regional imbalances occur, development should be deferred until appropriate improvements to the circulation system can be provided or adequate project mitigation measures can be developed (e.g., public transit, employee housing programs).

5. Commercial and Industrial Centers/Transportation Access

To locate major commercial and industrial centers in areas that are easily accessible to existing or planned major transportation facilities.

The purpose of the Commercial and Industrial Centers/Transportation Access Policy is to ensure that major commercial and industrial centers are convenient and accessible to existing or planned major transportation facilities. These centers act as traffic attractors. Accessibility should be enhanced by intensive corridors and increased public transit.

6. New Development Compatibility

To require new development to be compatible with adjacent areas.

The purpose of the New Development Compatibility Policy is to ensure that new development is compatible with adjacent areas and that it provides either a land use buffer or transition with such areas. Sensitive treatment is required where one urban use transitions to another and where an urban use is introduced into an essentially undeveloped area.

7. Creative Design Concepts

To encourage innovative concepts that contribute to the solution of land use problems.

The purpose of the Creative Design Concepts Policy is to encourage the use of innovative planning ideas that give variety to the character of development and solve certain site development problems. New design concepts can facilitate environmentally-sensitive development and the economic and efficient provision of services and facilities.

8. Enhancement of Environment

To guide development so that the quality of the physical environment is enhanced.

The purpose of the Enhancement of Environment Policy is to ensure that all land use activities seek to enhance the physical environment, including the air, water, sound levels, landscape, and plant and animal life. This policy does not mean that environmental enhancement precludes development. It recognizes the need to improve both the manmade and natural environments. Where aspects of the natural environment are deemed to be truly significant, this policy requires measures be taken to preserve these aspects.

9. Employment Development

To encourage development of employment land uses to achieve balanced phasing of development.

The purpose of the Employment Development Policy is to accelerate development of employment uses in unincorporated Orange County. The unincorporated County areas that are designated for employment uses have not developed as rapidly as its residential areas. Implementation of accelerated employment development is essential to achieving balanced land use and resolving the inefficient usage of the transportation

system. Increased employment (trip attractions) in RSAs 40-D and 43-C will help reduce impacts on regional facilities, as well as, distribute local trips more evenly on the local network. The Development Monitoring Program (DMP) and associated Annual Monitoring Reports (AMRs) identify the phasing of development and infrastructure needs on an annual basis. Development of employment land uses within RSAs 40-D and 43-C should continue to be monitored through the DMP and AMR process to determine if the employment to dwelling units ratio is improving.

10. Child Care Improvement

To encourage and facilitate provision of child care facilities to address the growing county demand.

The purpose of the Child Care Improvement Policy is to develop measures which will encourage establishment of child care facilities within Orange County. Due to changing demographic trends, there exists a countywide shortfall, in filling child care demand which is expected to increase significantly over the next decade.

In order to address this current short fall, it is necessary to examine three components of child care needs. Infant care refers to child care for children 0-2 years old; Pre-school care is primarily for children 2-5 years old; and Extended Day care is for school age children after and/or before normal school hours. Provision of sites for the first two types of child care should be encouraged in concentrated employment areas for ease of access for working parents (however, some communities may have sufficient demand in residential areas); Extended Day care facilities are more appropriate near residential areas and school facilities.

Implementation of a Child Care Improvement Policy is essential to achieve a balance between supply and demand of the various types of child care facilities. Supply and demand for child care services should be monitored through the Annual Monitoring Report process (see Appendix D).

C. Land Use Element Interpretive Policies

The two interpretive policies set forth in this section are intended to eliminate the need for site-specific Land Use Element amendments. Component III Community Profiles, specific plans, and zoning regulations will provide the necessary level of detail for defining precise land use category boundaries and transition areas.

1. Transitional Use Policy

Transitional uses which are not specifically permitted by LUE land use categories may still be deemed appropriate under certain circumstances and, therefore, may not require LUE amendments. The following are examples of circumstances under which transitional uses may be considered for specific sites:

- a. Where a conflict exists between the LUE land use category and policies contained within other General Plan elements.
- b. Where a conflict exists between the LUE land use category and a major LUE implementation policy.
- c. Where environmental conditions, such as high noise levels, traffic levels, or site configuration, render the site no longer suitable for the uses permitted by the LUE land use category.

2. Land Use Category Boundary Interpretations

The LUE map shows boundaries that appear to follow topographic or man-made features. In certain instances these boundaries may require interpretation in order to respond to existing conditions. Boundary interpretation may be utilized as the basis for a LUE consistency determination for certain projects if both of the following conditions exist:

- a. The proposed use would be compatible with the uses identified in the LUE for the surrounding area.
- b. No significant environmental or public service impacts will be created as a result of the boundary interpretation.

APPENDIX A

APPENDIX A

LAND USE ELEMENT IMPLEMENTATION PROGRAMS

This section establishes seven land use programs that directly implement Land Use Element policies. These programs are necessary to effectuate the intent and purpose of the LUE policies. Future development in the county will be reviewed for compliance with the LUE policies through the following programs.

1. Growth Management Program

- a. Policy mandate: 1) Phased Development Policy, and 2) Land Use/Transportation Integration Policy.
- b. Program implementation schedule: Commence with LUE adoption.
- c. Responsible agency: Jointly CAO (UMAC) and EMA (Advance Planning Division).
- d. Discussion: This program implements the Phased Development and Land Use/Transportation Integration policies of the LUE through a requirement that developers of major projects submit annual reports projecting deficiencies in infrastructure and stating mitigation measures. All major development proposals will be reviewed on the basis of the infrastructure analysis contained in their annual monitoring reports. Projects which would create infrastructure imbalances or deteriorate service capabilities will be recommended for modification or deferred until services are adequate.
- e. Necessary action: In order to minimize any future infrastructure imbalances, a two-phase implementation program will be established as follows:

Phase I: Institute annual monitoring report (AMR) requirements for all major development projects and develop guidelines for their preparation and review. The projects subject to this requirement include:

- All developments presently required to submit an AMR as a condition of approval.
- All future LUE amendments.
- All major revisions to planned communities with more than 100 acres and/or 25 percent vacant land remaining.
- All zone changes and other applications for residential projects cumulatively larger than 100 units, or commercial/employment projects of 100,000 square feet or more.

Projects for which the applicant has demonstrated a balance between public services and the proposed development, and for which conditions

have been applied to ensure such balance, should be exempt from the requirement of an annual monitoring report.

Guidelines for the preparation and evaluation of these annual monitoring reports will be prepared by CAO/UMAC and EMA. For a more detailed discussion of this program see Appendix D.

Phase 2: Conduct a consultant study to (1) review alternatives to the present approach and (2) propose standard mitigation measures rating systems and exemptions. If appropriate, revisions to the report preparation and evaluation guidelines or development of an alternative growth management system will be instituted.

2. Housing Density Bonus Program

- a. Policy mandate: Housing Densities Policy.
- b. Program implementation schedule: On-going program.
- c. Responsible agency: EMA (Advance Planning Division).
- d. Discussion: The Density Bonus Program is an incentive provided to residential developers to facilitate compliance with the County's affordable housing requirements. The purpose is to permit an increase in residential density in order to reduce development costs and thereby selling prices. The program is tied to the Land Use Element since the computation of a bonus is based upon permitted density ranges.
- e. Necessary action: Revise the existing density bonus guidelines contained in Board Resolution No. 80-190 to be compatible with the Advance Planning Program.

3. Economic Analysis of Land Use

- a. Policy mandate: Balanced Land Use Policy.
- b. Program implementation schedule: Upon LUE adoption.
- c. Responsible agency: EMA (Advance Planning Division).
- d. Discussion: An analysis of the existing economic base and its projected growth will be conducted. Economic analysis will focus on the following two areas: 1) market demand for all categories of urban uses through 2000 (e.g., commercial, office); and 2) analysis of the LUE with respect to market demand to determine deficiencies and surpluses of certain types of land use designations and their implications.
- e. Necessary action: Conduct an economic analysis of Orange County land use. Consultant assistance may be required.

4. Community Planning

- a. Policy mandate: New Development Compatibility Policy.
- b. Program implementation schedule: On-going program.
- c. Responsible agency: EMA (Project Planning).
- d. Discussion: The Community Planning Program provides more detailed planning and specific guidance at the community level that formalizes County policy uniquely appropriate to certain areas through the preparation of specific plans, redevelopment plans, rehabilitation plans, local coastal plans, planned community zoning and/or neighborhood plans.
- e. Necessary action: None is necessary at this time. Community Planning is an existing EMA function.

5. Environmental Review Process

- a. Policy mandate: Enhancement of the Environment Policy.
- b. Program implementation schedule: On-going program.
- c. Responsible agency: EMA (Environmental Analysis Division).
- d. Discussion: This program minimizes environmental impacts of development through the County's environmental review procedure. This program implements state and federal environmental protection laws in Orange County.
- e. Necessary action: Completion of Master Environmental Assessment Program for its full integration into the Advance Planning Program.

6. Annual Land Use Element Review

- a. Policy mandate: Creative Design Concepts Policy; Employment Centers/Transportation Access Policy.
- b. Program implementation schedule: On-going program.
- c. Responsible agency: EMA (Advance Planning Division).
- d. Discussion: This program provides a review of the policies, land use categories, and programs of the Land Use Element on an annual basis to make modifications in light of the previous year's experience and to facilitate innovative planning concepts.
- e. Necessary action: Identify minor or major changes to the Land Use Element that will rectify inequities, clarify ambiguities, speed processing and otherwise refine and improve the element on an annual basis.

7. Employment Development Incentive Program

- a. Policy mandate: Employment Development Policy.
- b. Program implementation schedule: Report recommendations to Board of Supervisors upon completion of study.
- c. Responsible agency: Environmental Management Agency, County Administrative Office.
- d. Discussion:

Implementation of accelerated employment development is essential to achieving balanced land use and resolving the inefficient usage of the transportation system, thereby mitigating deterioration in the level of service to the system. Increased employment (trip attractions) in RSAs 40-D and 43-C will help reduce impacts on regional facilities, as well as, distribute local trips more evenly on the local network. The Development Monitoring Program (DMP) and associated Annual Monitoring Reports (AMRs) identify the phasing of development and infrastructure needs on an annual basis. Development of employment land uses within RSAs 40-D and 43-C should continue to be monitored through the DMP and AMR process to determine if the employment to dwelling units ratio is improving. The Employment Development Incentive Program involves the examination of additional incentive mechanisms to facilitate and accelerate employment development in unincorporated South County (RSAs 40-D and 43-C).

- e. Necessary action: Study and inventory various incentive mechanisms and report recommendations to the Board of Supervisors.

8. Child Care Improvement Program

- a. Policy Mandate: Child Care Improvement Policy
- b. Program Implementation Schedule: Ongoing, upon adoption of Child Care Improvement Policy.
- c. Responsible Agency: EMA (Advance Planning Division)
- d. Discussion: The purpose of this program is to ensure that child care facilities are accommodated in areas of greatest need. In order to adequately address child care needs, it is necessary to examine three components of child care. Infant care refers to child care for children 0-2 years old; Pre-school care is primarily for children 2-5 years old; and Extended Day Care is for school age children after and/or before normal school hours. Provision of sites for the first two types of child care should be encouraged in concentrated employment areas for ease of access for working parents (however, some communities may have sufficient demand in residential areas); Extended Day Care facilities are more appropriate near residential areas and school facilities.

This program also provides coordination between the County and school districts and/or private agencies which provide child care services. School district/private agency services include before and after school programs located at local schools.

- e. Necessary Action: New developments will participate in the Child Care Improvement Program through conditions placed on projects in the unincorporated South County area. Appropriate coordination will also be encouraged between the County, school districts, community programs and developers. An assessment of the supply and demand for child care facilities should be monitored through the Annual Monitoring Report process (see Appendix D).

APPENDIX B

APPENDIX B

GENERAL PLAN IMPLEMENTATION PROGRAMS

1. General Plan Consistency Program

- a. Mandate: Government Code Section 65499 et. seq.
- b. Program implementation schedule: On-going program.
- c. Responsible agency: EMA (Advance Planning Division).
- d. Discussion: This program satisfies the state law requirement that private and public projects must be consistent with local governments' general plans in order to be approved. All public works projects, development projects, permits, capital improvement plans and other private and public agency proposals are reviewed for consistency. The consistency review process will be conducted in accordance with the General Plan Consistency Manual prepared by EMA.
- e. Necessary action: Preparation and distribution of General Plan Consistency Manual and subsequent updates and revisions.

2. Intergovernmental Coordination and Public Participation

- a. Mandate: Government Code Sections 65304 and 65400.
- b. Program implementation schedule: On-going program.
- c. Responsible agency: EMA (Advance Planning Division).
- d. Discussion: This program facilitates both intra- and intergovernmental coordination and citizen participation in order to promote a greater understanding of the County's General Plan. Appropriate governmental agencies, organizations and citizens are provided an opportunity to review documents and provide input during the General Plan revision and amendment process.
- e. Necessary action: Intergovernmental coordination and public participation are existing components of the EMA planning program. Intergovernmental and intragovernmental coordination will be improved through increased cooperation and contact with federal, state, regional and local agencies which influence LUE implementation. For a more detailed discussion of intergovernmental and intragovernmental coordination please see Appendix F.

3. Community Development Policy Coordination

- a. Mandate: Government Code Section 65300.5.
- b. Program implementation schedule: Commence with LUE adoption.
- c. Responsible agency: EMA (Advance Planning Division).

- d. Discussion: The primary purpose of this program is to ensure that the community development policies of the General Plan elements, particularly those within the Land Use, Housing, and Transportation elements, remain internally consistent. Internal consistency will be accomplished to some degree through the use of a standard format and socio-economic data used for development of all elements. However, in order to accomplish complete policy consistency and synchronization of implementation programs relating to community development, the work effort described below is required.
- e. Required action: The coordination of community development policies will involve the following actions:
- Revision of all General Plan elements in accordance with the GPM standard element format.
 - Formation of technical advisory groups for both the Transportation and Housing Element updates to review policies within these revised elements for consistency with the Land Use Element (LUE), which serves as the model for all future element revisions.
 - The preparation of uniform community development policies which will be included as implementation policies in the Land Use, Housing, and Transportation elements (and others deemed appropriate). These standard community development policies will provide the basis for a consistent and comprehensive policy on the location, character, phasing, and intensity of development and infrastructure in the county.

APPENDIX C

APPENDIX C

RSA ASSUMPTIONS

Note: These RSA-level assumptions are based upon the adopted Orange County Preferred-85 (OCP-85) projections. Countywide assumptions are discussed in Chapter III.

RSA 35-J (Buena Park)

Use of Land

- o By 1985 this RSA will have very little land left for first generation development.
- o Significant public sector redevelopment will not occur in this RSA until after the year 2000.
- o There will be steady private sector recycling of land from single-family to multi-family use in the older sections of this RSA.
- o First-generation buildout of this RSA will occur before 1990.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of slightly less than 0.2 percent.
- o The persons per dwelling unit will decrease from 2.98 in 1980 to 2.77 in 2010 in this RSA.

Public Services and Facilities

- o Major recreation facilities in this RSA will continue to be provided by the private sector.
- o The essential physical public services and facilities infrastructure will be sufficient to meet demands within this RSA.
- o Los Alamitos Reserve Air Station will remain in government ownership and use.

Economic Base

- o The industrial and commercial base in this RSA will increase.

Employment

- o Total employment will increase from 55,067 in 1980 to 86,500 in 2010.
- o Employment will be concentrated in existing employment activity areas. (Buena Park industrial areas, along Highway 39, Knott's Berry Farm area, the Katella corridor, and Cypress adjacent to Los Alamitos Reserve Air Station.)

RSA 36-A (Fullerton)

Use of Land

- o There will be only minimal redevelopment in this RSA before the year 2000.
- o Oil lands in this RSA will remain in production until at least the year 2000.
- o First-generation buildout of this RSA, other than the oil lands, will occur around 1990.
- o Development will occur both as urban infill and, to a lesser extent, within the rough terrain available for development.

Demographics

- o Between 1980 and 2010 the population of this RSA will grow at a simple average annual rate of 0.7 percent.
- o The persons per dwelling unit will decrease from 2.61 in 1980 to 2.50 in 2010.

Public Services and Facilities

- o The essential physical public services and facilities infrastructure will be sufficient to meet demands within this RSA.

Economic Base

- o This RSA's industrial commercial base will continue to increase over the period of these projections.

Employment

- o Total employment will increase from 97,775 in 1980 to 125,600 in 2010.
- o Employment will be concentrated in existing employment activity areas (i.e., Brea Mall area, Highway 39, Fullerton Airport, California State University Fullerton, and Fullerton adjacent to Riverside Freeway.)

RSA 37-H (Anaheim)

Use of Land

- o This RSA has very little land remaining for first generation development.
- o Significant redevelopment will begin to occur in this RSA after 1985.
- o There will be steady private sector recycling of land from single-family to multi-family use in the older sectors of this RSA.
- o First-generation buildout of this RSA will occur by 1985.

RSA 37-H (Anaheim) (cont.)

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of slightly less than 0.5 percent.
- o The persons per dwelling unit will decrease from 2.71 in 1980 to 2.67 in 2010.

Public Services and Facilities

- o Major recreation facilities in this RSA will continue to be provided by the private sector.
- o The essential physical public services and facilities infrastructure will be sufficient to meet demands within this RSA.

Economic Base

- o The favorable tourist-commercial base of this RSA will continue.
- o Significant industrial development in the Garden Grove area will be completed by 1985.
- o There will be continued industrial and commercial growth in the Anaheim area.

Employment

- o Total employment will increase from 143,321 in 1980 to 212,000 in 2010.
- o Employment will be concentrated in existing employment activity areas.
- o Significant intensification will occur in the Anaheim Stadium area, and along State College Boulevard, the Disneyland area, and the Central Business Districts of Anaheim and Garden Grove.

RSA 38-I (North Coast)

Use of Land

- o The final portions of this RSA will achieve first-generation residential buildout after the year 2000.
- o There will be limited available land for development during the lifetime of the oil fields.
- o Major redevelopment will begin in this RSA before the year 2010.
- o Conversion to more intensive land uses will continually occur.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of about 0.6 percent.

RSA 38-I (North Coast) (cont.)

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of about 0.6 percent.
- o The persons per dwelling unit in this RSA will decrease from 2.70 in 1980 to 2.51 in 2010.

Public Services and Facilities

- o The essential physical public services and facilities and infrastructure will be sufficient to meet demands within this RSA.
- o The Seal Beach Naval Weapons Station will remain in government ownership and use beyond 2010.

Economic Base

- o This RSA will continue to have a strong commercial and a moderate industrial base.

Employment

- o Total employment will increase from 92,891 in 1980 to 133,500 in 2010.
- o Employment will be concentrated in existing employment activity areas.
- o Significant intensification will occur in the Beach Boulevard corridor area, Westminster Mall, Rockwell International area in Seal Beach, McDonnell Douglas area in Huntington Beach, and employment areas adjacent to the San Diego Freeway.

RSA 39-F (Central Coast)

Use of Land

- o This RSA has land available for both residential and employment development in the south portion.
- o No major redevelopment is expected to take place in this RSA until after the year 2010.
- o Conversion to more intensive land uses will continue in the northern portion of this RSA through private sector recycling.
- o First-generation buildout of this RSA will occur around the year 2010.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of about 1.7 percent.

RSA 39-F (Central Coast) (cont.)

- o The persons per dwelling unit will increase slightly from 2.28 in 1980, to 2.29 in 2010.

Public Services and Facilities

- o John Wayne Airport will remain as the principle civilian airport in the County.
- o The essential physical public services and facilities infrastructure will be sufficient to meet demands within this RSA.
- o This RSA will maintain a substantial number of recreational facilities.
- o Initial operation of the San Joaquin Hills Transportation Corridor will occur prior to 1995.

Economic Base

- o This RSA will continue to have a strong commercial and industrial base.

Employment

- o Total employment will increase from 146,415 in 1980 to 237,200 in 2010.
- o Employment will be concentrated in existing activity areas as well as future employment areas along the coast and lands adjacent to the San Diego Freeway in east Irvine.
- o Significant intensification will occur by South Coast Plaza, Harbor Boulevard area, Newport Boulevard area, John Wayne Airport and Newport Center.

RSA 40-D (South Coast)

Use of Land

- o This RSA will have a significant amount of land available for development throughout the period of these projections.
- o Major redevelopment will not occur in this RSA until after the projection years.
- o First-generation buildout of this RSA will not occur until after the projection years.
- o Much of the land potentially available for development in this RSA is characterized by rough terrain, geologic constraints or environmental sensitivity.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of 3.6 percent.

RSA 40-D (South Coast) (cont.)

- o The persons per dwelling unit will increase from 2.04 in 1980, to 2.08 in 2010.

Public Services and Facilities

- o This RSA will continue to have substantial recreational resources.
- o The essential physical public services and facilities infrastructure will be generally sufficient to meet demands within the RSA, but development may be temporarily impeded in newly developing areas.
- o Initial operation of the San Joaquin Hills Corridor will occur by 1995.

Economic Base

- o The major source of employment for this RSA will be the industrial complexes in adjacent RSAs.
- o There will be additional industrial and commercial development in this RSA.

Employment

- o Total employment will increase from 40,450 in 1980 to 109,900 in 2010.
- o Employment centers will develop in Aliso Viejo and employment areas adjacent to the San Joaquin Hills Corridor and the Moulton Corridor.

RSA 41-B (Canyon)

Use of Land

- o This RSA has a substantial amount of land available for development, including some areas with rough terrain.
- o Major redevelopment is not expected to take place until after the period of the projections.
- o The final portions of this RSA will achieve first-generation buildout after the projection years.
- o The oil lands will remain in production until at least 2000.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of 3.7 percent.
- o The persons per dwelling unit will decrease from 2.97 in 1980, to 2.85 in 2010.

RSA 41-B (Canyon) (cont.)

Public Services and Facilities

- o This RSA will continue to have a substantial amount of land devoted to recreational facilities.
- o The essential physical public services and facilities infrastructures will be sufficient to meet demands within this RSA, but development may be temporarily impeded in newly developing areas.
- o The initial phases of the Eastern corridor will be operational within the projection period.

Economic Base

- o The commercial and industrial base of this RSA will not keep pace with population growth.

Employment

- o Total employment will increase from 54,974 in 1980 to 94,200 in 2010.
- o Employment will be concentrated in existing employment activity areas.
- o Significant intensification will occur along Imperial Highway in Brea and along the Riverside Freeway in Anaheim.

RSA 42-G (Santa Ana)

Use of Land

- o This RSA has relatively few large parcels of land remaining for development.
- o Significant redevelopment of this RSA will occur throughout the projection years.
- o The final portions of this RSA will achieve first-generation residential buildout by the year 2000.
- o Conversion to more intensive land uses will continually occur through recycling.

Demographics

- o Between 1980 and 2010, this RSA will grow at a simple average annual rate of 1.0 percent.
- o The persons per dwelling unit will increase slightly from 2.90 in 1980, to 2.92 in 2010.

Public Services and Facilities

- o This RSA will continue to have relatively few recreational facilities.

RSA 42-G (Santa Ana) (cont.)

- o The essential physical public services and facilities infrastructures will be sufficient to meet demands within the RSA.

Economic Base

- o This RSA will continue to have an employment base noted for its diversity and abundance of firms.

Employment

- o Total employment will increase from 211,600 in 1980 to 336,100 in 2010.
- o Employment will be concentrated in existing employment activity areas.
- o Significant intensification will occur in the Fashion Square area, The City Shopping Center area, the industrial areas adjacent to the Santa Ana River and Main Street corridor, the Main Street corridor, and the Santa Ana Central Business District.

RSA 43-C (Trabuco)

Use of Land

- o This RSA has a significant amount of land available for development.
- o No significant redevelopment will occur in this RSA until well after the projection years.
- o The final portions of this RSA will achieve first-generation buildout by the year 2025.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of 5.1 percent.
- o The persons per unit in this RSA will decrease from 2.92 in 1980, to 2.59 in 2010.

Public Services and Facilities

- o This RSA will continue to have a significant amount of recreational facilities.
- o The circulation system in this RSA will expand in increments up to and beyond the year 2010.
- o The essential physical public services and facilities infrastructure will be sufficient to meet demands within this RSA, but development may be temporarily impeded in newly developing areas.
- o Initial phases of the Foothill corridor will be operational within the period of these projections.

RSA 43-C (Trabuco)

Economic Base

- o This RSA will experience a strengthening of its industrial base.
- o The generally favorable commercial base of the RSA will improve over time.

Employment

- o Total employment will increase from 21,204 in 1980 to 62,800 in 2010.
- o Significant intensification of employment will occur along the Foothill corridor in Whiting Ranch and adjacent employment areas, and in Plano Trabuco. The Mission Viejo Mall area will also intensify.

RSA 44-E (El Toro)

Use of Land

- o Substantial portions of this RSA are available for development.
- o As development continues in this RSA, the land available for development will be characterized by rough terrain.
- o Significant redevelopment will not occur in this RSA until well after the year 2010.
- o First-generation buildout of this RSA will not occur until after the period of these projections.

Demographics

- o Between 1980 and 2010 this RSA will grow at a simple average annual rate of slightly more than 8 percent.
- o The persons per dwelling unit in this RSA will decrease from 3.04 in 1980 to 2.62 in 2010.

Public Services and Facilities

- o El Toro Marine Corps Air Station and the Tustin Helicopter Facility will remain in government ownership and use during the period of these projections.
- o The essential public services and facilities infrastructure will be generally sufficient to meet demands within this RSA, but development may be temporarily impeded in newly developing area.
- o The initial phases of the Eastern and Foothill corridors will be operational within the projection years.

Economic Base

- o This RSA will continue to have a strong industrial base.

- o The generally weak commercial base will improve.

Employment

- o Total employment will grow from 58,692 in 1980 to 172,800 in 2010.
- o Significant intensification of employment will occur in the Irvine industrial complexes.
- o The central Irvine area will experience considerable growth in service sector employment.

APPENDIX D

APPENDIX D

GROWTH MANAGEMENT PROGRAM GUIDELINES

A. Background

The Growth Management Program implements the Phased Development and Land Use/Transportation Integration policies of the LUE by requiring proponents of major land use projects to submit annual reports which project future development activity, identify public service (infrastructure) deficiencies, and provide mitigation measures. These reports, called annual monitoring reports (AMRs), have been required of major land use projects since 1979. The following guidelines provide uniform procedures for AMR preparation, describe a standard report format, and clarify the relationship between AMRs and growth management objectives.

B. Annual Monitoring Reports

1. Overview

The annual monitoring reports (AMRs) will evaluate the balance between proposed development and public service capacities. Projects which would result in the deterioration of service levels may be modified or deferred by the Board of Supervisors until adequate service levels can be provided. In addition to serving as a growth management program, AMRs serve several related purposes. Specifically, they monitor:

- Cumulative impacts of South County development;
- Compliance with the adopted 1995 SEOCCS population ceiling of 711,000;
- Compliance with adopted public service policies requiring specific actions or additional agreements or plans;
- On-going compatibility between project implementation and fiscal impact report assumptions.

2. Projects Subject to AMR Requirements

All land use projects which create or have the potential of creating infrastructure imbalances will be subject to the AMR requirement. These include:

- All developments presently required to submit annual monitoring reports as a condition of approval;
- All future major LUE amendments;
- All major revisions to planned communities with more than 100 acres and/or 25 percent vacant land remaining;
- All zone changes and other projects for residential projects cumulatively larger than 100 units, or commercial/employment projects of 100,000 square feet or more.

Proponents of projects subject to the AMR requirement will be contacted in the spring of each year in order to determine the specific data requirements for each project's AMR. In certain cases, the annual AMR requirement may be waived due to a lack of project development activity or other factors. However, ownership changes or property divisions will not eliminate the AMR requirement for a project.

3. Annual Monitoring Report Procedure

The following outline summarizes the content and format of annual monitoring reports. The AMRs will be prepared by project proponents and submitted to the Environmental Management Agency/Advance Planning Division in the summer of each year. Information from and analysis of the AMRs is used in the annual update of the Development Monitoring Program.

The report format and data specifications are as follows:

I. Introduction

- A. Each AMR should include a brief statement of the report's purpose as follows:
 - 1. To provide data that allows comprehensive review of the balance between the physical infrastructure and growth within the subject community;
 - 2. To document implementation of the Board-adopted plan(s) for the subject community;
 - 3. To verify satisfaction of Board-established conditions of approval through discussion of compliance with these conditions for the subject community.
- B. A brief description of the project should be provided, including:
 - Land use mix overview
 - Location
 - Size
 - Phasing summary (existing, one-year, three-year, and buildout projections).
 - Special characteristics (e.g., balanced community concept, open space amenities).

II. Background

AMRs should include brief descriptions of:

- Project history
- Board of Supervisors approval(s)
- Authority for report requirement

III. Data Presentation

This section of each AMR should present specific data requested for the project, consistent with specified data needs developed by the and the Environmental Management Agency County Administrative Office . The data should be organized into the following key categories or data groups:

- Population
- Housing
- Employment
- Land Use
- Resource Conservation
- Public Services and Facilities
- Other Issues

Specific data items will be negotiated on a case-by-case basis to fit the unique characteristics of each project. Generally, the data should present the current status of existing development plus one-year, three-year, and buildout development projections.

IV. Significant Findings

This section should discuss significant positive and negative trends regarding the achievement of each project's plan expectations and adopted policy. The order of discussion should generally follow the order of the purposes listed in Section I above, and should include, if appropriate, an analysis of:

- Positive or negative achievements toward the balanced community concept, including affordable housing and employment opportunities;
- The balance between growth and public services and facilities;
- Policy compliance and implementation;

- Positive or negative fiscal implications to the County and appropriate service districts.

V. Current Development Program and Policies

This section should discuss the developer's policies regarding the continued development of the project. Of particular importance is information dealing with:

- Alterations in phasing;
- Company-offered incentives to attract certain land use types;
- Evolving developer programs to assure General Plan policy compliance.

VI. Proposed Mitigation Measures

This section of the AMR should detail the measures under consideration by the developer that could reverse any identified negative trends and/or enhance positive trends identified in Item IV above. It is anticipated that each developer will propose solutions to problems identified through the data collection and analysis specified in Items IV and V above, including public sector actions.

VII. Documentation

This section should include:

- Methodology and sources utilized in data collection
- Bibliography
- Persons contacted

AMR Review Process

AMRs will be submitted to the Orange County Environmental Management Agency/Advance Planning Division, during the month of July each year. The material will be distributed by the Environmental Management Agency to other appropriate County agencies for review and comment. EMA and the CAO will review and comment, and prepare an analysis to be presented to the Board of Supervisors as part of each year's update to the County's Development Monitoring Program.

APPENDIX E

APPENDIX E

Table E-1

CORRESPONDENCE BETWEEN COMMUNITY PROFILE AND LUE CATEGORIES

<u>LUE Category</u>		<u>Community Profile Subcategories</u>	
1A	Rural Residential (0.025-0.5 du/acre)	1.1	Rural Residential (0.025-0.5 du/acre)
1B	Suburban Residential (0.5-18.0 du/acre)	1.2	Low Density (0.5-2.0 du/acre)
		1.21	Low Density (0.5-1.0 du/acre)
		1.22	Low Density (1.0-2.0 du/acre)
		1.3	Medium Low Density (2.0-3.5 du/acre)
		1.31	Medium Low Density (2.0-2.5 du/acre)
		1.32	Medium Low Density (2.5-3.0 du/acre)
		1.33	Medium Low Density (3.0-3.5 du/acre)
		1.4	Medium Density (3.5-6.5 du/acre)
		1.41	Medium Density (3.5-5.0 du/acre)
		1.42	Medium Density (5.0-6.5 du/acre)
		1.5	Medium High Density (6.5-18.0 du/acre)
		1.51	Medium High Density (6.5-12.5 du/acre)
		1.52	Medium High Density (12.5-18.0 du/acre)

LUE CategoryCommunity Profile Subcategories

1C Urban Residential
(18.0+ du/acre)

1.6 High Density
(18.0+ du/acre)

1.61 High Density
(18.0-28.0 du/acre)

1.62 High Density
(28.0+ du/acre)

2A Community Commercial

2.1 Community Commercial

2.11 Local Commercial*

2.12 Tourist/Recreation
Commercial

2B Regional Commercial

2.2 Regional Commercial

3 Employment

3.1 Industrial Park

3.11 Light Industrial

3.2 Professional-Administrative

4 Public Facilities

4.1 Public Facilities

(LS) Landfill Site Overlay

(LS) Landfill Site Overlay

5 Open Space

5.1 Other Open Space

5.11 Agriculture

5.12 Conservation

5.2 Recreation

5.3 Natural Resources

5.4 Research/Open Space Park

6 Urban Activity Centers

6.0 Urban Activity Centers

*2.11 Local Commercial is not shown on the Community Profile maps nor the revised LUE map. Local Commercial development is directed through guidelines contained within the LUE text.

APPENDIX F

APPENDIX F

INTERGOVERNMENTAL COORDINATION

A. OVERVIEW

The Intergovernmental Coordination Program facilitates cooperative planning efforts with federal, state, regional, and Orange County agencies which are involved in LUE implementation or influence LUE implementation by their actions. Section B identifies federal, state, regional, and countywide agencies involved in the General Plan Program and describes their respective responsibilities.

B. INTERAGENCY COORDINATION

1. Federal Agencies

a. Cleveland National Forest:

- (1) Cooperative resource management
- (2) Recreation planning

b. Army Corps of Engineers:

- (1) Flood control facilities
- (2) Major public works projects

c. Federal Aviation Administration:

- (1) Airport/land use compatibility

d. Department of Housing and Urban Development:

- (1) Development and infrastructure financing
- (2) Coordination of socio-economic data related to housing

e. El Toro Marine Corps Air Station:

- (1) Airport/land use compatibility
- (2) Interface with County noise control and abatement programs

f. Fish and Wildlife Service:

- (1) Biological resource management

g. Environmental Protection Agency:

- (1) Environmental review process
- (2) Air quality, hazardous waste, and water quality programs

2. State Agencies

a. State Office of Planning and Research:

- (1) State clearinghouse for environmental impact reports (EIR's)
- (2) Prepares guidelines for the preparation of mandatory elements of the General Plan (except the Housing Element)
- (3) Coordinates and provides state assistance for land use planning

b. State Resources Agency: Umbrella agency for state's major environmental agencies, including:

(1) California Coastal Commission:

- (a) Coordinates implementation and administration of the Coastal Act in Orange County

(2) Department of Conservation:

- (a) Mineral and geologic resource planning
- (b) Administration of Williamson Act and open space programs

(3) Department of Fish and Game

- (a) Cooperative wildlife management
- (b) Protection of special wildlife and ecological preserves

(4) Department of Water Resources

- (a) Development and protection of water resources

(5) Department of Parks and Recreation:

- (a) Administers state park system
- (b) Cooperative recreation planning

(6) California Coastal Conservancy:

- (a) Land acquisition and management in conformity with the Coastal Act or a local coastal program (LCP)

(7) California Water Quality Control Board:

- (a) Designates regional boards which are responsible for the maintenance of water quality

(8) California Air Resources Board:

- (a) State air pollution control agency responsible for implementation of federal air pollution acts

c. State Lands Commission:

- (1) Manages and regulates all state-owned lands.

d. California Energy Commission

- (1) Responsible for development and conservation of California's energy resources
- (2) Power plant siting activities

e. Department of Transportation (CalTrans); Division of Highways:

- (1) Transportation planning
- (2) Development of state highways
- (3) Transportation funding and programming

f. Department of Housing and Community Development:

- (1) Preparation of criteria and guidelines for the Housing Element of the General Plan
- (2) Statewide housing and community development planning assistance

3. Regional Agencies

a. Southern California Association of Governments (SCAG):

- (1) Regional air quality, transportation, and housing plans
- (2) Regional growth forecast policy
- (3) Coordination of regional water quality (208) and energy planning efforts
- (4) Transportation improvement plans
- (5) Clearinghouse for federally-funded projects

b. South Coast Air Quality Management District:

- (1) Air quality management activities

4. Countywide Agencies

a. Orange County Transportation Commission:

- (1) Transportation funding and programming for Orange County

b. Orange County Subregional Planning Council:

- (1) Advisory countywide planning council comprised of the County of Orange and the cities of Orange County

c. Local Agency Formation Commission (LAFCO):

- (1) Coordination of local governments and special districts' activities
- (2) Review of city sphere of influence areas and related activities

C. INTRACOUNTY COORDINATION

EMA/Advance Planning Division is responsible for implementation and administration of the County General Plan Program. Specific components of the General Plan Program are coordinated with the following Orange County functions:

1. Environmental Management Agency

a. Road/Flood Program Office; Transportation Planning Division:

- (1) Transportation Element
- (2) Transportation and land use studies

b. Open Space/Recreation/CSA Program Office:

- (1) Open space and recreation planning and related studies
- (2) Resources Element:
 - (a) Open Space Component
 - (b) Cultural and Historical Resources Component
- (3) Recreation Element

c. Environmental Analysis Division:

- (1) Noise Element
- (2) Master Environmental Assessment

d. Project Planning Division:

- (1) Local coastal programs
- (2) Community and specific plans
- (3) Recreation Element: recreational trail and corridor planning

2. County Administrative Office

a. Urban Monitoring and Analysis Center:

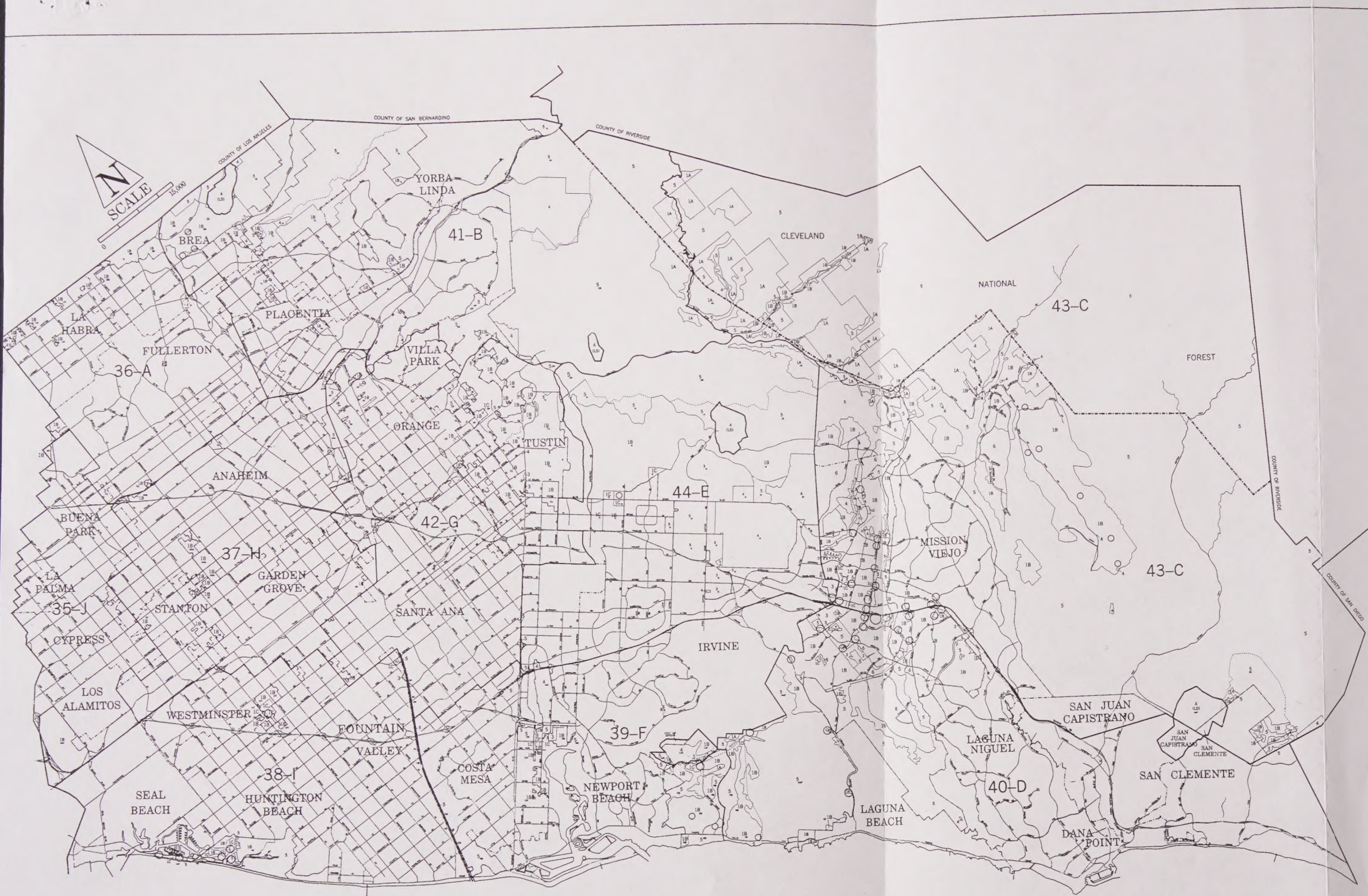
- (1) Growth Management Program
- (2) Development Monitoring Program
- (3) Resources Element:
 - (a) Water Resources Component
- (4) Areawide Fiscal Impact System

b. Forecast and Analysis Center:

- (1) Land use and demographic studies
- (2) Population, employment, and housing data

APPENDIX G

XE



- RESIDENTIAL**
- 1A** RURAL RESIDENTIAL COMMUNITIES
(.025 - .5 DU /AC)
(COMPONENT III CATEGORY - 1.1)
 - 1B** SUBURBAN RESIDENTIAL COMMUNITIES
(.5 - 18 DU /AC)
(COMPONENT III CATEGORIES /1.2 - 1.52)
 - 1C** URBAN RESIDENTIAL COMMUNITIES
(18 AND ABOVE DU /AC)
(COMPONENT III CATEGORIES /1.6 - 1.62)

- COMMERCIAL**
- 2** COMMUNITY COMMERCIAL
(COMPONENT III CATEGORY /2.1)
 - 3** REGIONAL COMMERCIAL
(COMPONENT III CATEGORY /2.2)

- EMPLOYMENT**
- 3** EMPLOYMENT
(COMPONENT III CATEGORIES III/3.1 - 3.2)

- PUBLIC FACILITIES**
- 4** PUBLIC FACILITIES
(COMPONENT III CATEGORIES /4.1)

- (LS) LANDFILL SITE**
(AN OVERLAY DESIGNATION)

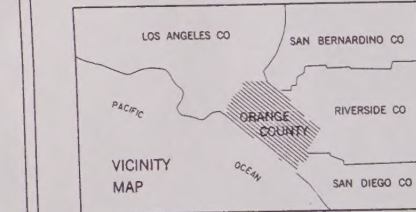
- OPEN SPACE**
- 5** OPEN SPACE
(COMPONENT III CATEGORIES /5.1 - 5.4)

- URBAN ACTIVITY CENTER**
- 6** URBAN ACTIVITY CENTER
(COMPONENT III CATEGORY /6.1)

SPHERES OF INFLUENCE

AN ANAHEIM	HB HUNTINGTON BEACH	SA SANTA ANA
BR BREA	IR IRVINE	SJ SAN JUAN CAPISTRANO
BP BUENA PARK	LB LAGUNA BEACH	SC SAN CLEMENTE
CM COSTA MESA	LA LA HABRA	ST STANTON
CY CYPRESS	LP LA PALMA	TU TUSTIN
FV FOUNTAIN VALLEY	HB NEWPORT BEACH	VP VILLA PARK
FU FULLERTON	OR ORANGE	YL YORBA LINDA
GG GARDEN GROVE	PL PLACENTIA	NAP NOT A PART

43-C REGIONAL STATISTICAL AREA IDENTIFICATION
CLEVELAND NATIONAL FOREST BOUNDARY



CERTIFICATION

I HEREBY CERTIFY THAT THE FOURTH AMENDMENT TO THE LAND USE ELEMENT FOR CALENDAR YEAR 1991, A PART OF THE ORANGE COUNTY GENERAL PLAN, AS AMENDED, WAS ADOPTED BY THE ORANGE COUNTY PLANNING COMMISSION ON OCTOBER 25, 1991, AND ADOPTED BY RESOLUTION NUMBER 11-151 BY THE ORANGE COUNTY BOARD OF SUPERVISORS ON DECEMBER 10, 1991. THE LAND USE ELEMENT CONSISTS OF A TEXT, THIS MAP AND A MAP DEPICTING AREAS SUBJECT TO FLOOD HAZARD.

THOMAS S. MATTHEWS
DIRECTOR OF PLANNING
ENVIRONMENTAL MANAGEMENT AGENCY
CURRENT THROUGH AMENDMENT 91-4

NOTE: The map includes unincorporated areas within city spheres-of-influence for which these cities have adopted General Plans. Please refer to city plans for long-term landuses.

ORANGE COUNTY GENERAL PLAN COMPONENT II LAND USE ELEMENT

